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ABSTRACT

Included in these hearings on the Lifetime Learning Legislation are a text of the bill, list of witnesses and their statements, additional statements submitted to the subcommittee by various organizations and professional associations, and other articles, studies, and press clippings related to lifetime learning. (The legislation is designed to establish an office of lifetime learning programs in the U.S. Office of Education in order to encourage the initiation and expansion of lifelong programs in such areas as adult basic, postsecondary, continuing, remedial, job training, and pre- and post-retirement education.) (WL)

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LIFETIME LEARNING ACT, 1975

ED128594

HEARING

BEFORE THE

SUBCOMMITTEE ON EDUCATION

OF THE

COMMITTEE ON

LABOR AND PUBLIC WELFARE

UNITED STATES SENATE

NINETY-FOURTH CONGRESS

FIRST SESSION

ON

S. 2497

TO AMEND THE HIGHER EDUCATION ACT OF 1965 TO ENCOURAGE THE ESTABLISHMENT OF LIFETIME LEARNING PROGRAMS, AND FOR OTHER PURPOSES

DECEMBER 18, 1975

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION

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LIFETIME LEARNING ACT, 1975

THURSDAY, DECEMBER 18, 1975

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION OF THE
COMMITTEE ON LABOR AND PUBLIC WELFARE,
Washington, D.C.

The subcommittee met, pursuant to notice, at 9:30 a.m., in room 4232, Dirksen Senate Office Building, Hon. Walter F. Mondale presiding pro tempore.

Present: Senators Pell, Mondale, and Javits.

Senator MONDALE (presiding pro tempore). I'm very pleased to call to order this morning a hearing before the Senate Subcommittee on Education on S. 2497, the Lifetime Learning Act. I am very grateful to Senator Pell, chairman of the subcommittee, for permitting me to chair today's proceedings on the bill.

I will ask the first panel, consisting of participants in the Minnesota Learning Society, which is a pioneer in this field, to come to the witness table: Dan Ferber, director, Minnesota Learning Society; Gerald Bloedow, executive secretary, Governor's Citizens Council on Aging; Dick Conner, vice president for educational development, Commercial Credit Corp.; George Heleniak, a student at College of St. Thomas, and former St. Paul manager of WCCO Radio and Television; Harold Miller, dean of the School of Continuing Education and Extension, University of Minnesota; and Anne St. Pierre-Cutler, assistant director, Federal relations, Minnesota State Department of Education.

I understand that our chairman, Senator Pell, will be here shortly, but he requested we proceed without him.

During recent years we have been witnessing the development of an exciting new concept in education. We have seen its beginnings in many educational institutions and organizations throughout the country, and we have heard it identified in a variety of different ways. Among the names it has been given are lifetime learning, lifelong learning, and recurrent education. But whatever we call it, this is a movement based on the growing recognition of education as a means of meeting diverse and changing needs of Americans throughout all stages of their lives.

In the past, our educational programs have focused primarily on the young. We have considered education to be a preparation for life more than a tool for continuing development. In these times of rapid change and swiftly advancing technology, this narrow view of educational potential is being questioned and challenged. In my home State of Minnesota, for example, a group of dedicated and creative individuals have been working to establish what they call the "Minnesota Learning Society." The Learning Society, which has received both State and national recognition, is trying to draw on a broad range of educational resources to provide meaningful learning experiences to peoples of all ages social and economic backgrounds, and educational levels.

The legislation we are considering today would support and encourage these, and many other similar efforts, to expand educational opportunity for a wide variety of individuals. Some of the groups that could receive particular benefit from an increased national emphasis on lifetime learning are senior citizens, women, unemployed and underemployed individuals, and the growing number of part-time students, to mention just a few.

Among the things it could provide, for example, are civic education for seniors; occupational training for women whose careers or education have been interrupted for child rearing; and retraining in new skills for persons whose education has prepared them for fields in which there is an excess of trained personnel.

Besides the opportunities lifetime learning can offer in human terms, there are also pragmatic reasons for encouraging and enhancing it. For the first time in many years, we seem to have educational resources—teachers, dormitories, laboratories—which are not being fully used, and we have been hearing again and again about educational institutions willing and eager to open their doors to new groups.

There is little question that in this Nation of immigrants, education is a crucial factor in the attainment of economic and social wellbeing. It is also being acknowledged more and more as a source of continuing enrichment and promise to vast segments of our society. As we approach the Bicentennial, it is particularly appropriate to consider ways of broadening this keystone in our national expenrience, and making it a vital, dynamic resource available to the entire population. As the famous philosopher, John Dewey, so wisely said:

"Education is not preparation for life. It is life itself."

The bill before the subcommittee today represents a modest attempt to help to prepare our Nation to enter an era in which we can offer true "lifetime learning." It would help us to prepare for such a commitment by:

Coordinating existing efforts in the area of lifetime learning by all Federal agencies.

Providing support for training teachers to work with adults; curriculum development; conversion of facilities to accommodate adults; and development and dissemination of television, cassettes, and other media appropriate for adult education.

Conducting a study of existing barriers to lifetime learning and how they might be eliminated.

Evaluating existing programs—including methods of financing—in this country and abroad and determining whether they can be used as models.

This bill has been discussed and developed in cooperation with representatives of a broad range of organizations in several fields, including education and aging. They have contributed considerable time and energy to helping to refine and focus it. With the benefit of the recommendations of today's witnesses and these other individuals and groups, I believe that we can come up with a final proposal which would be appropriate to and supportive of the other provisions of this year's omnibus education bill.

[A copy of the bill S. 2497 referred to follows:]

94TH CONGRESS
1ST SESSION

S. 2497

IN THE SENATE OF THE UNITED STATES

OCTOBER 8 (legislative day, SEPTEMBER 11), 1975

Mr. MONDALE introduced the following bill; which was read twice and referred to the Committee on Labor and Public Welfare

---

A BILL

To amend the Higher Education Act of 1965 to encourage the establishment of lifetime learning programs, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Lifetime Learning Act".

SEC. 2. (a) Title I of the Higher Education Act of 1965 is amended by inserting "PART A—COMMUNITY SERVICE AND CONTINUING PROGRAMS" immediately before the section heading of section 101, by striking out "this title" whenever it appears in sections 101 through 113 and inserting in lieu thereof "this part", and by adding at the end of such title the following new part:

II

"PART B—LIFETIME LEARNING

"STATEMENT OF FINDINGS AND PURPOSE

"SEC. 151. (a) The Congress recognizes—

"(1) the impact of accelerating social and technological change on the duration and quality of life,

"(2) the increasing opportunities for continued personal, vocational, and professional development, and

"(3) the growing interest of governmental agencies, educational institutions, labor, business, and industry to provide formal and informal education to assist individuals to meet the changing demands of life.

"(b) It is the purpose of this part to establish an office of lifetime learning programs in the Office of Education in order to encourage the initiation and expansion of such programs.

"APPROPRIATIONS AUTHORIZED

"SEC. 152. For the purpose of carrying out the provisions of this part there are authorized to be appropriated $10,000,000 for the fiscal year 1976, $2,500,000 for the period beginning July 1, 1976, and ending September 30, 1976, $20,000,000 for the fiscal year 1977 and for each of the four succeeding fiscal years.

"DEFINITION OF LIFETIME LEARNING PROGRAM

"SEC. 153. For the purpose of this part 'lifetime learning' means any program, project, activity, or service designed to meet the changing educational needs of Americans throughout their lives, and includes, but is not limited to, adult basic education, postsecondary education, continuing education, or remedial education special educational programs for groups or for individuals with special needs, job training programs, and preretirement and post retirement training, and education programs for the elderly.

"OFFICE OF LIFETIME LEARNING

"SEC. 154. The Commissioner shall establish within the Office of Education an Office of Lifetime Learning to be administered by a Director appointed by the President.

"LIFETIME LEARNING PROGRAM

"SEC. 155. (a) The Commissioner, through the Office of Lifetime Learning, is authorized to—

"(1) identify, collect, and make available to the public information regarding existing lifetime learning programs carried out or assisted by any department or agency of the Federal Government,

"(2) evaluate existing domestic and foreign lifetime learning programs in order to determine whether such programs can be used for a national lifetime learning program model,

"(3) conduct a study of existing barriers to lifetime learning and how such barriers may be eliminated,

"(4) make grants to and enter into contracts with public agencies and nonprofit private organizations for projects to establish, assist, or expand lifetime learning programs, including—

"(A) research and development activities,

"(B) support for training teachers to conduct lifetime learning programs,

"(C) development of curriculums appropriate to the needs of any such program,

"(D) conversion of facilities to serve adult participants in any such program,

"(E) development of techniques for guidance and counseling of adult participants in any such program,

"(F) development and dissemination of media materials appropriate to adult participants in any such program, and

"(G) assessment of the role of gerontology in related fields to identify educational needs and goals of elderly participants in any such program.

"(b) The Commissioner is authorized and directed after each fiscal year to prepare and submit to the President and to the Congress a report setting forth the programs assisted under this part, together with such recommendations as he deems appropriate. The Commissioner shall make the report required by this subsection available to all interested groups and individuals.

"LIFETIME LEARNING REPORT

"SEC. 156. The Commissioner shall prepare and submit to the Congress not later than January 1, 1979, a report to be known as the Lifetime Learning Report, containing a summary of activities and accomplishments under this part during the period prior to the fiscal year 1979, including the number and nature of grants made and contracts entered into pursuant to clause 4 of section 155 (a), together with such recommendations for the development of and assistance to a national lifetime learning program model, including recommendations for legislation, as he deems necessary and appropriate. The report required by this section shall also include information with respect to the status of lifetime learning in the United States, the number and types of lifetime learning programs being carried out, and the needs of Americans for lifetime learning programs.".

(b) The title of title I of such Act is amended to read as follows:

"TITLE I—COMMUNITY SERVICE, CONTINUING EDUCATION AND LIFETIME LEARNING PROGRAMS.".

Senator **Mondale**. I take particular pleasure in introducing today's first panel of witnesses. They are all from my home State, and they have all distinguished themselves in their chosen fields. What they have in common now is a commitment to making "lifetime learning" a reality in our State.

I would like to ask Dan Ferber, director of the Minnesota Learning Society, to introduce the other members of the panel.

As has been said by the Senator from New York, "Wherever you find leadership and ability in any field, there are usually Minnesotans leading the pack." And that is true today.

So I am delighted to have this panel of Minnesotans to lead off today's testimony.

Senator **Javits**. May I have a word, Mr. Chairman?

Mr. Chairman, I came this morning, notwithstanding, however, the enormous pressures, because I wish to extend my congratulations to the Acting Chairman for raising this very, very critical subject.

I, for a long time, have been working on it in another direction—but one which is related in general to the provisions of this bill and the general proceedings of the ideal—to wit, lifetime learning in the field of unemployment and underemployment.

I feel that we now have some 6 million unemployed in this country which is beginning to look almost endemic. But, this problem cannot possibly be handled by unemployment compensation or even public works compensation efforts. We need to develop some of the techniques of superior training which would open advancement and make for quasi-professionals in the country and worker education is of critical importance.

Probably this could be contiguous or in connection with the job or, if the person is unemployed, with a stipend.

I do congratulate you on your statement, which is very forward looking in education in terms of looking at it not only from the standpoint of the Education Subcommittee but from that of our enormous unused facilities.

School facilities and educational facilities ought to be used 24 hours a day and this could be done with enormous savings.

We, too, in the State of New York have begun some experimenting with that.

So I would like to associate myself with this effort in a constructive way with great concentration upon worker lifetime education, and coupling of unemployment with compensation we make for unemployment to keep people off the relief rolls with education.

And if I may, Mr. Chairman, I would like to work with you and the other members of the committee on this.

I am told Senator Hathaway also has considered some initiative on this score.

I would like to call attention to the witness from New York who will testify in this matter, Dr. Norman Kurland of the New York State Department of Education. He is an expert in the field, who has been helpful to us in this matter, that is in considering the particular applicability of this concept of providing learning opportunities for the worker. The Chair knows I have worked on this through the Adult Education Act, with some degree of success. And I congratulate the witnesses from Minnesota on their work in this field and also on having such a good friend sitting here, my friend, Walter Mondale.

Senator MONDALE. I thank you, Senator Javits, for those kind comments, and I do look forward to working with you and the other members of this committee in developing a proposal that we might consider adding on to the extension of the Higher Education Act.

The Senator from New York has long recognized the advanced nature of our State. His daughter, we are proud to say, came to Guthrie Theater and helped us for some time, and we were delighted. And I think you came for a visit.

Senator JAVITS. I did many times.

Senator PELL. I am very glad, indeed, that Senator Mondale has taken the initiative he has in regard to S. 2497, the Lifetime Learning Act, and thank you for doing this. I am delighted he will be chairing these hearings today, and look forward with interest to hearing the panel, and good luck to you.

Senator MONDALE. Thank you, Mr. Chairman. Let us hear from this panel in the order that they are listed, beginning with Dan Ferber, who has been the main apostle of the lifetime learning concept.

STATEMENT OF DAN FERBER, DIRECTOR, MINNESOTA LEARNING SOCIETY, ST. PAUL, MINN.; GERALD BLOEDOW, EXECUTIVE SECRETARY, GOVERNOR'S CITIZENS COUNCIL ON AGING; DICK CONNER, VICE PRESIDENT FOR EDUCATIONAL DEVELOPMENT, COMMERCIAL CREDIT CORP.; GEORGE HELENIAK, STUDENT, COLLEGE OF ST. THOMAS, AND FORMER ST. PAUL MANAGER, WCCO RADIO AND TELEVISION; HAROLD MILLER, DEAN, SCHOOL OF CONTINUING EDUCATION AND EXTENSION, UNIVERSITY OF MINNESOTA; ANNE ST. PIERRE-CUTLER, ASSISTANT DIRECTOR, FEDERAL RELATIONS, MINNESOTA STATE DEPARTMENT OF EDUCATION, A MINNESOTA LEARNING SOCIETY PANEL

Mr. FERBER. We are all, of course, delighted to have a chance to appear before you and share with you some of the things we have been doing in our State. And we are extremely sensitive to the fact that lifelong learning is a crosscut issue, both nationally and in terms of its institutional relationships and, therefore, are well aware of activities in Rhode Island and New York which strengthen this whole effort.

I find it especially gratifying that 10 years ago, we announced from the State of New Hampshire a grant from the Kellogg Foundation of $1.8 million to establish the New England Center for Continuing Education. It was my pleasure to travel down to Rhode Island and discuss with the university there what part of this New England strategy might fit their interest best.

And it is more than interesting, it seems to me, and quite visionary, that the University of Rhode Island's part of the Kellogg grant, a subsequent part of the New England strategy, was in the field of gerontology. One might argue with considerable feeling of genuineness that a vision that emerges from that part of the New England package nurtured by New Hampshire is reaching some degree of full flower in the State of Minnesota. Although phase I of the Learning Society effort in Minnesota focuses on older persons as a significant group to favor lifelong learning, that initiative, in fact, began 10 years ago in the State of Rhode Island.

So, for that, it seems to me to be most appropriate that we are before this committee.

I hope it is clear by the membership of this panel, which necessarily is incomplete, that part of our message is that this issue relates to almost every social institution in the State of Minnesota. Therefore, the symbolism of the panel should, in fact, be the State of Minnesota attempting to contribute to the national welfare.

We have here representation from the Higher Education Coordinating Commission in the form of a written statement that we may have a chance to read; the Governor's Council on Aging; the Department of Education; and the corporate sector, in the form of Control Data, to show that this particular element in the Minnesota Learning Society has this strategy. And perhaps most important, we have a senior citizen who is a consumer of educational service at the College of St. Thomas.

Others are preparing key testimony for legislators at the Minnesota level and for labor unions, the Office of the Governor and other educational services not represented here today as well as other social institutions who feel lifelong learning is important from their point of view. These include church people, medical, library, museum, and other voluntary associations who are concerned about this development, but are not traditionally perceived as being providers of educational service.

Moreover, we have asked the total congressional body of Minnesota to get behind us at the outset with nonpartisan support insofar as this concept could serve every citizen in the United States. Therefore, by doing and demonstrating the kind of unity the country perhaps needs, the symbolism, of the group is in itself, I think, important, Mr. Chairman.

I might also suggest that States should become more aggressive in sharing responsibilities with our nationally elected officials so that instead of complaining when things go awry, they, in fact, might share some of that burden and contribute to items of great consequence on the national agenda.

This federalism has sort of bottomed up from the grassroots contribution to the national scene, and has made itself, maybe, an important spinoff of what the Minnesota initiative will be.

It is also appropriate to begin this sort of thing, it seems to me, as we face the next 100 years, by using the Bicentennial celebration as the launching pad for this kind of new dynamic interaction between the States and national Government around the Learning Society aim.

In Minnesota, at least, we mean to make lifelong learning accessible to all Minnesotans—that is to persons of all ages, available at all times, at feasible places, using all relevant resources.

All of this is supported by social policy at the State and national level and other incentives in the public and private sectors.

It is our hope that if Minnesota does the job well without being pretentious, but by simply trying to make a contribution, that other States can also do this. And that they may see ways in which they can deal with other issues on the national agenda, in a sense, revitalizing the concept of using States as national, social laboratories. This would permit such things as resource focusing and development of a cultural strategy for continuous national self-renewal.

Appropriately, it seems to me, to begin with, lifelong learning is fundamental to everything else that will follow. Therefore, let me say that phase 1 of the Learning Society concept of Minnesota focuses on bringing young and old together in our traditional educational systems initially to help suggest that the campus of the educational system—which may have been perceived as the disruptive agent of the 1960's—can, in fact, become, through age integration, the unifying force of the 1970's.

It seems to me not an unimportant contribution at this point in time in the Nation's history. Therefore, you will see that the consortium that was funded, thanks to the Administration on Aging, attempts to engage every kind of institution in the State of Minnesota, and will do more later.

Other target groups will follow the elderly in lifetime learning. We will, of course, ultimately talk about blue collar workers, women, the unemployed, part-time students and others, but in order to get a handle on a very complex undertaking, we have decided to begin with senior citizens. Perhaps we might conclude by saying that the term "the learning tree" coined by Gordon Parks, as you know, in the film may be suggestive of the cultural strategies that are involved here. The trunk of the tree is perceived as the philosophy and the social policies required to support various target groups engaging in lifelong learning, and each branch of the tree, might be seen as a different target group. The fully flowered new synergism may, in fact, emerge as the leaves and twigs and their intertwining will suggest that all citizens everywhere will have the opportunity to synchronize work, learning, retirement, and labor around their own personal needs.

It is in this context, therefore that the Lifetime Learning Act was stimulated, hopefully, and put before the Nation, thanks to the leadership of Senator Mondale and his colleague in the House, Representative Donald Fraser. All of this, I think begins to suggest an almost unheard of comprehensive support behind Senator Mondale at the State level with national impact in mind.

There is more specific testimony that you will hear that attempts to demonstrate the sort of multiplicity of interest among people who normally have not been known to work together very often. Much of our message is that lifetime learning affects everyone.

I think the most appropriate person to follow me with his comments will be Gerald Bloedow, the executive secretary of the Governor's Citizens Council on Aging.

And at this time, perhaps, Mr. Chairman, it would be appropriate for him to make some comments.

Senator MONDALE. Well, I see you have a much longer statement.

Mr. FERBER. That is right.

Senator MONDALE. That will appear in the record as though read, and that can be true of the other statements of the panel and those who follow because we have a very long witness list to hear this morning.

I would ask that you try to stay within the 5-minute rule; in other words, emphasize within 5 minutes the things you think we need to know, and we will wait until you are all done and then question you collectively.

All right, Gerry.

Mr. Bloedow. Mr. Chairman, during the years that I have been working with the Governor's Citizens Council on Aging in Minnesota I have seen an increasing interest and involvement and desire, I think, for learning and knowledge, not only to keep abreast of change, to be effective and influence that change, but I feel that there is a desire for older people to have a sense of accomplishment—really, enrichment of their lives.

Now, we know that there are practical aspects. We have not met all of those for older people. When we talk about some of the educational requirements and the continued learning thing, we are talking about this quality of enrichment of life.

Over the years the Governor's Citizens Council on Aging has supported programs, for continuing education. But today, as director of a State agency, I can say that we have received many requests from people in our State, and I know this is true of other State agencies throughout the United States, to tell them of programs that are available regarding existing lifetime learning program. As a State agency we are not always able to have that information, and I would hope that through this act this would be possible.

We know there are programs now that are successful, what is good about them, and what can be used as a model. We also know that many older people are not involved, and the potential is great.

There are thousands of older people that could participate in the programs that are being offered, and might be offered.

Another significant part of this act, from my vantage point, is that grants might be made available to train persons in the conversion of facilities and counseling and curriculum material that might be provided.

There is a growing awareness that intergenerational education, with its experimental diversity, is an unused resource, and we must optimize the learning experience from both young and older persons to learn from each other.

We know there is a decrease in population, and the younger person is in school, but it is increasing among older people. So there is a decline in the use of facilities, and we know that they can be used for this new clientele of older persons.

There is an increasing apparent need for recurrent total lifespan education in this rapidly changing complex and interdependent society. It is accompanied by a rapid increase in knowledge, new forms of thinking and knowing that are required of all ages, not only professional, preretirement planning information needs, and leisure learning that can provide a new sense, I think, of total human development as long as one lives.

Last, but very important, older adults are the more significant political force today, and I believe more information and education is required to insure a proper functioning of our participatory form of democracy.

I support the principles and the objectives of the lifetime learning act.

Senator **Mondale**. Thank you very much.

The next witness is Dick Conner, vice president for educational development, Commercial Credit Corp.

Mr. **Conner**. Mr. Chairman, Senator Javits, I represent the Commercial Credit Corp., which is a subsidiary of Control Data Corp., and I am involved in education, and have been involved in continuing adult education for over 20 years, primarily in the industrial sector.

It is funny to be here, Senator Mondale, because ironically about a little bit more than 6 years ago, you helped me start a program in North Minneapolis aimed at the establishment of a way to provide jobs for AFDC mothers, and today we are talking about the entire spectrum.

Senator **Mondale**. It is a great pleasure to have you here. I do not know of any corporation in America that is a better citizen than Control Data. They are in the forefront of more meaningful efforts to see how their corporation fits in society, whether it is children in day care centers, and working mothers in this case, or whether it is in the Minnesota Wildlife Refuge.

I do not know of any corporation that tries harder to be a good citizen.

Mr. **Conner**. Thank you.

Out of that start we were able to do a large number of things, and I think the same kind of thing on a much larger scale is happening. This is a very exciting group in Minnesota, and there are many problems to be solved, which this bill as I read it now is aimed at solving. No matter what area of education you are dealing with, I am beginning to find that learning disability and functional illiteracy exists in large numbers in industry, and in colleges, in every segment of our society. These are problems we must solve, and so I am particularly interested in that.

I just have a few comments that I would like to make.

We are very much interested as a corporation in this whole area. Business in general is becoming more and more interested, and talking a lot about this, before and in the past, because we realize that productivity and education are tied together.

One of the problems we have had is that it is very expensive. It is a large cost to provide this. We have about 45,000 employees, and there is continuously on the job training, I would guess, from 10,000 to 15,000 who receive some sort of formal training, small or large, during the year, and we have a very heavily concentrated effort on managerial and professional people. It is a large cost.

We are currently working with, and I have been in charge of converting over to a more nontraditional, open learning system, where we have freedom, and we find them to be very successful, and in fact, for the same investment we can triple or quadruple the training we do. We are interested in that, and like to see those kinds of things applied in the area we are talking about—the military business, as they tend to do most of the continuing education today, I believe. I think there is a lot of improvement to be made. We are experimenting with some interesting things, and I think this can be expanded upon.

Now, we also realize the productivity of society in general is going to be enhanced by other things than on the job training and technical training.

In one of the recent issues of the Saturday Review on lifelong or lifetime learning, there was a statement that I was reading last night regarding the increasing numbers of middle-aged or older people faced with an early retirement and boredom, who are seeking new interests and skills.

I have discovered that that is not only true of older or middle-aged people, and I am faced by people in all walks of life, at all times.

We have been very much impressed with the problems related to personal problems in peoples' lives as they relate to productivity on the job.

I studied that quite a while myself, and 2 years ago instituted a program within Control Data that will provide personal help to employees for either on the job or off the job problems—a hotline kind of thing, with over 2,000 people. They have the same kind of needs, financial planning, interpersonal relationship cycle, how they get along with the family and wife. All kinds of things can be conducted and improved through these kinds of things.

We are offering a broad range of services to our employees, and are going to offer them to the public, based on the very direct experiences that we have had in 2 years, in identifying and helping people with their personal problems, and with self-enhancement. The idea of transgenerational education is of particular interest to me because of the day care kind of interest, and I have been looking at it for quite a while.

I personally see every kind of thing that happens when you get to the term of the young-old, 55 to 75, working with the young people, wisdom being passed on to the younger people, the enthusiasm and new ideas the other way, and I personally always have someone at least over 55 on my staff to make sure that I avoid the pitfalls that they have been through, and know how to avoid them, and how to survive.

Senator **Mondale**. If you want to talk about the value of wisdom, go over and listen to the debate on Angola. Listen to the older person tell you how we have been through this thing. It is important to know that kind of wisdom.

Mr. **Conner**. Yes, sir.

Senator **Mondale**. It is not just bringing them new facts, but old facts, and we need the wisdom of the old.

Mr. **Conner**. We are discovering people that are about to retire, but do not want to.

I employed a fellow who was going to retire, and he said he did not want to stay on, and he follows me around, so I do not step off the edge of the cliff. That wisdom is invaluable, but the point I really want to make is that there are many resources that can be employed. This is a very important area.

We have been involved as a corporation in education for many, many years, through our training of our employees, vocationally and in the computer business, and 15 years in a relationship with the University of Illinois and the National Science Foundation, to develop a very sophisticated computer-based learning system. Through these experiences we have learned a lot about educational design and delivery.

We are now at a point where we have decided to go directly to the open, continuing learning marketplace. We are studying that, and we are in the process of setting up adult learning centers throughout the United States and the world, both for employees and others. I think we are finding there are many needs that are not served, or poorly served, and there are people there paying for this kind of help.

Some of the areas we are looking at are things like consumer information—consumer information centers, do-it-yourself cycles, how to repair a washing machine or car, people want to do that.

It is hard to find that in short courses. You might have to take a long basic course for better living and self-enhancement, or for executives, programs like relaxation, which is very popular these days.

Senator **Mondale.** I thought they just went duck hunting down below the hill.

Mr. **Conner.** That is a good way to relax, if you get the ducks.

Management and growth of small business development is a very, very open field, of course, and recreation and leisure is a fine line distinction. When those are combined they do an excellent thing.

We are in the process of an experiment with the younger people in a school in Baltimore, right in the center of the city. They have a truancy rate of 40 to 50 percent, and by applying new technology and computer-based information, we are able to reduce the truancy rate to zero, and all the kids come to this school.

This really says there is motivation. One of the things we need to do, which we have talked about in this group, is to provide education in such a way that people will feel it is a natural thing to do—that they want to do, and talk about, and get involved in, and become a part of our culture, so there will be a learning culture. Those kinds of things I see, and I am interested in, and am fully involved in. I am very excited about the legislation that you propose, because it not only helps us find the answers we need to know, but provides the combination of ways of getting resources together which are fragmented all over the United States.

I see much redundancy in educational development. I deal with 30 major institutions, and they are all doing the same thing. In some way we should have a pooling of these resources, then we would be able to do many, many more things. So I am very excited about your bill, and endorse it wholeheartedly.

Senator **Mondale.** Thank you very much, Mr. Conner, for your statement.

We will now hear from George Heleniak, a student at the College of St. Thomas, and former St. Paul manager, WCCO Radio and Television.

Mr. **Heleniak.** Thank you.

At the present time there is a decided trend toward going back to school after retirement no matter what education was gathered in the early years. This is a very significant new option in recent years, and was unheard of at the time the previous generation entered retirement.

In the past, a retiree was pretty much confined to his own living quarters, whatever they were, and had to busy himself with his own hobbies. He had very little, if any, sense of responsibility to himself or to others. As a rule, this did not lead to happiness.

By going back to school, one's mind is kept more alert by research in familiar or new fields of interest—something that could not be easily done while fully employed. This new outlet, I believe, can do much to bring contentment and happiness to a retired person—as well as a certain self respect. Senator Mondale's Lifetime Learning Act should enable more colleges to attract more senior citizens.

As with all persons approaching retirement, I had a dread of boredom and a worry about how to pass the time when faced with idle hours. Fortunately, many colleges are now opening their facilities to older people at no cost, or very little, and I was able to enroll in a regular college course. Enrollment in any college course, even though not for credit, carries with a certain sense of responsibility. One must attend regularly, listen attentively, and be open minded toward the young.

Most older persons find happiness in mixing with the young—especially if their own children live in other sections of the country. It is a means of keeping in touch with the modern viewpoint which can be most rewarding. It is also an opportunity to learn from them and, hopefully, in some small way, to help them.

All people need to meet challenges in life, and retirement often fails to meet this need. Attending classes gives one a chance to succeed in a deeper understanding of an old or new field of interest which can be very satisfying—especially so because the same challenge is being met by the younger students in the class.

At the present time many senior citizens are most thankful for the opportunity to go back to college. When a person has been active all his life it is difficult to be without activities in retirement, and school associations tend to keep one active, happy, alert, and part of the whole community and country. It makes retirement much more effective and happy.

Last year I had the opportunity of enrolling in an economics course which was most interesting from many different angles. Our professor was excellent, knew his subject 100 percent, and was able to pass his knowledge on very well to the entire class. He was one who could show a senior citizen how young people live today with a great deal of emphasis as well as a good amount of purpose in life which is sometimes something that one forgets—not purposely, but normally.

While adding that to the class in addition to the economic conditions in the past and at present, he gave all in attendance a great deal to know and understand and to think about.

My class had several senior citizens who enjoyed it no end. Almost every day after class adjourned we met and discussed the subject just offered, and if our minds responded to the point where if we remembered 50 percent we felt most happy. This, I hope, was only because of age.

Going back to school has been most satisfactory to me—especially because my past work involved a great many community activities. I enjoy being associated with any active group such as a college community.

School is a new option, most desirable, not only to me, but to all other retirees I have met on campus who feel the same way, and express their opinions as such. Not only are all pleased by the courses offered, by the excellent faculty, but by the surroundings, reintegrating with the young and the complete acceptance of us by both the students and faculty. As a social example, some of my young classmates have even invited me to the cafeteria for a cup of coffee after class where we discuss our course.

I am now attending St. Thomas College for a second year, and am studying political science, which is a new field for me, and which I am finding very interesting. I must say going back to college has been most enjoyable from the standpoint of being brought up to date, arousing my mentality, and having the chance to meet great professors and fine students who certainly make you one of them despite your age and the other differences.

Thank you.

Senator MONDALE. Thank you for your excellent statement, and you also picked a good school to go to, the College of St. Thomas.

Mr. HELENIAK. Thank you .

Senator MONDALE. Dean Harold Miller of the School of Continuing Education and Extension, University of Minnesota.

Mr. MILLER. Thank you, Mr. Chairman.

Just a note to George, that about a year or so ago Psychology Today published an article on intelligence and age, and indicated the finding, George, that you do not lose, but you gain in intelligence as you get older, so you probably remember as much as anybody else in the class—maybe more.

I am pleased to be here to support S. 2497, to encourage the establishment of lifetime learning programs.

First, let me speak briefly on the objectives of the bill, and then turn my attention to the particulars of the bill.

As I understand the Mondale bill, it is aimed at some important education needs which exist in our society:

A. Coordination of existing efforts in the area of lifetime learning by all Federal agencies.

I represent a land-grant university's continuing education program. As we try to meet needs for educational programs in continuing education in Minnesota, we look to Washington—what do we see? Two hundred and eight separate federally funded programs which provide higher education for adults, or research application, instructional activities and technical assistance use of higher education resources to support community efforts to mitigate social problems. Over $2.5 billion is available for a variety of continuing education, adult education or lifetime learning programs. The 208 programs are administered by 23 different agencies. Most of us have had to hire grants experts to sort out the Washington puzzle on lifetime learning.

B. Support for training teachers, curriculum and media development, and conversion of educational facilities.

Retraining of teachers—in Minnesota we have reached teacher saturation in our elementary and secondary schools. The placement of these teachers is increasingly difficult and many districts are closing schools. Other more imaginative districts, are converting these facilities into adult-oriented community schools. But unemployed elementary teachers are not ready to teach adults. They need special training in adult learning theory and in creating educational programs for adults.

The second area is curriculum and media development. We need adult centered curriculum. In Minnesota our one college of pharmacy reaches the storebound pharmacist with video-taped courses offered with onsite coordinators in the pharmacist's town, so he does not have to leave town to get an educational experience and update his information and knowledge.

Our nursing program is now instructing over 500 nurses in their towns and hospitals with programs offered to them by the use of our educational telephone network. We need funds to support such programs for Government workers, for seniors, for clergy, for social workers, and for many other groups who cannot afford to pay for the full cost of these programs.

The third area is facility conversion. In our State, some elementary and secondary schools are being turned into community centers. Some colleges in our State are experimenting with intergenerational dormitories. Some of these facilities need little conversion—some need more. Funds for selected demonstration projects would, it seems to me, stimulate State and local funding for conversion of facilities.

C. Finally, there is a need to study barriers which keep people from lifelong learning.

We know what some of these barriers are—cost is one. In our State, as in many others, lifelong learning programs are self-supporting. That is admirable—unless we think that opportunities to improve one's standard of living or job situation by education should depend on his ability to pay the full costs of that education—doctors can; most lawyers can; some teachers, social workers, Government employees can—but many cannot, and very few people who are locked into low-paying blue and white collar jobs can.

There are other barriers; adult student motivation, and traditions which make it difficult for workbound or homebound adults to gain access to complete programs. There are many others, but some review of these barriers and others, and what some States and other countries (France, for example) have done about them is needed.

I have said that the bill addresses itself to some critical needs for the last quarter of this century, and the first quarter of the tricentennial.

Let me make some suggestions which will, I think, be helpful:

To achieve the coordination of all federally funded lifetime learning programs, the Office of Lifetime Learning should be placed as high as possible in HEW. Perhaps the Secretary of HEW should establish the office and have it report to the Assistant Secretary for Education.

Second, the review of programs should probably include those offered by private concerns as well as public. Company benefits for employees' job related programs, private agency programs, et cetera. The review period should be short—perhaps 2 years—and the findings should provide the basis for further lifetime learning legislation.

The barriers to adult access to continuing education programs have been researched by faculty and students in many adult education departments. It is probably not necessary to commission extensive research projects to determine these barriers.

The placement of the bill is properly in the Higher Education Act, but it might be worth consideration to place it as a separate title, considering the poor funding history of Title I.

The offering of grants and contracts should be based on some of the findings from the reviews of barriers and existing programs.

It will no doubt be necessary to have some demonstration projects for facilities adaptation and some research development funds for training, curriculum, and materials development, but these grants should follow the review period.

In 1972, the National Advisory Council on Extension and Continuing Education commented:

> In the absence of some pivotal legislation, a vacuum remains which encourages both Federal agencies and universities to administer continuing education programs with a minimum of central responsibility and what is left to prevail is Federal policy of not having a policy for higher continued education.

I sincerely hope that S. 2497—the Mondale bill—becomes that pivotal legislation which can begin to develop Federal policy in this important field.

Thank you.

Senator MONDALE. Thank you very much, for that statement.

I was not aware of the number of programs, and the amount being spent generally in this field in an uncoordinated fashion.

I was aware, but I was not as fully aware as your statement spells out.

It seems to me that this legislation might be able to pull some of that together.

Mr. MILLER. A footnote on the statement refers to the document where you can find that information, and as I understand, there is some updating of that.

Senator MONDALE. We have that. I was not personally aware of that, and am very grateful for your statement.

Our last witness is Anne St. Pierre-Cutler, assistant director for Federal relations for the Minnesota State Department of Education.

Ms. ST. PIERRE-CUTLER. Thank you, Senator, for the opportunity to provide testimony on this bill, and like my colleagues, I would like to point out at this time some of the efforts that the Department is already making with both Federal, State, and local funds in the area of continuing community education.

Right now we have 34 areas of vocational technical schools administered by the Department of Education, that services 26,500 students. Approximately more than 30 percent of these students are over 21, that is, they come back for retraining, on their own, to train them for new skills, or advanced skills in their present employment.

Under the Concentrated Employment Act we have eight program sponsors throughout the State that are currently working with over 20,000 students. These are students who are unemployed, under employed, who need retraining, an objective which your bill speaks to. But your bill speaks to a much more comprehensive approach than is in legislation now. The adult basic education program which has a very limited population serves about 6,000 Minnesota adults to bring them up to at least an eighth grade level of competency in basic skills.

There are now 56 programs going on in Minnesota under the Adult Basic Education Act and the right-to-read program is another effort to eradicate illiteracy in the adult population.

Senator **Mondale**. We were up late last night trying to save it. It was going to die January 1 but it passed and is on the way to the President. You might give him a call before you leave to be sure he signs it.

Ms. **St. Pierre-Cutler**. The program is one of the most effective programs that we have had in Minnesota in recent years and so I on behalf of the department thank the Senators for your efforts on our behalf.

Perhaps the most significant program in terms of numbers of adults wishing to continue their education is found in the continuing education program which provides, through the school districts in Minnesota, various courses and ways for people to improve both their learning skills and self-improvement concepts.

We have 292 out of 430 districts in Minnesota providing this kind of program to the citizens of the school district community. There are over 305,000 participants in that program currently in Minnesota.

So you see there is a need for your bill. We feel there is a need for your bill. We feel with this number of people in this number of programs already participating in continuing education programs just those that are administered by the State department of education, we can project this concept far beyond those programs to reach the greatest number of people possible.

I, like my colleagues, agree that there is a great need for coordination of the many Federal-State local agencies and programs that do provide continuing education. I think it is interesting that the two of us on the panel who are most directly concerned with educational administration make this comment. It says something either about the funding pattern or the educational system—I am not sure which.

We have also discovered however that one of the greatest concerns and problems in the operation of our school educational programs deals with the availability of these programs to the population that they wish to serve. Therefore we are most pleased to see a major component of the lifetime educational learning act dealing with the gathering and concentrating and coordinating of information and dissemination efforts.

It is vital that the mechanisms be established for adults to become aware of the opportunities available to them and to be able to be involved in these opportunities without going through a layer of bureaucracy to find a program that meets their specific needs. All these programs must be made very accessible to the general public. We hope that as this legislation develops careful consideration will be given to these concerns and we in the department support both the concept of lifetime education and most specifically this bill.

Thank you.

Senator **Mondale**. Thank you very much.

I am pleased to express my appreciation to Commissioner Casmey for that position.

George, when you go to school with these kids how do you get along with them?

Mr. **Heleniak**. Excellent. I mean they make you feel you are one of them. They just do everything they can. They walk into your class with you.

Senator **Mondale**. Glad to have you?

Mr. **Heleniak.** I do not think I have ever been in a place where I felt more welcome than there and there is no question about your age or health or anything of that sort. It is just good friendship.

Senator **Mondale.** Between classes do you sit down and talk with them?

Mr. **Heleniak.** Occasionally. And, once in a while even I am invited to go to the cafeteria for a cup of coffee.

Senator **Mondale.** I think that you said in your statement older people like to mix with the young people. I think one of the greatest mistakes we have made in American society is to assume there is this difference between the generations. One thing we can do is the sort of thing you are doing—getting people back together in the learning process; and it is not just what you learn together in the classroom, it is what you can learn from each other between the classes.

That I think carries a great value. Do you agree with that?

Mr. **Heleniak.** Definitely. You would be surprised at the number of senior citizens interested in these things. My wife and I both attended class at St. Thomas recently and there were about 850 senior citizens in this one place. We were talking about the economy. It was another economic course. I was over at St. Thomas just the other day and they had a course on investments, I believe, and anybody could come. And there were citizens from all over discussing the stock market and real estate.

Senator **Mondale.** Did you list the five stocks that are going to go up high? Is that what they do there?

Mr. **Heleniak.** They were all listed and I hope you got a list of them.

Senator **Mondale.** You were there, too, I take it.

Mr. **Heleniak.** I was there, too.

Senator **Mondale.** If I bought some it would drop, based on my experience.

Mr. Conner, do you find other corporations—businesses—beginning to develop interest in their learning concept as is Control Data?

Mr. **Conner.** Yes; I really do. And I have experience with many corporations over the United States and, in fact, we are involved with several now who are looking to expand not only the kinds of training that is internal but also in the kinds of systems that provide educational enhancement programs for the employee and they are very serious about this.

The only thing that we have been able to do is make them affordable and that is the thing we have been concentrating on and that is beginning to happen.

The interesting thing that is happening to our industry is that we find we cannot do it alone. So we are looking for consortiums on education and other kinds of groups and those are quite successful.

Senator **Mondale.** Can you justify this expenditure on the grounds that it is good for your business—go to your stockholders and say, "This is going to make money?"

Mr. **Conner.** Right; that is one of the things I personally do.

For instance, with the self-help bureau that we set up, we were able to justify the annual cost in the first 2 months of its operation. And, the educational program that we invested in and provided over a period of time is an extremely good investment in productivity no matter how you measure whether by people on sick leave, alcholism, all kinds of things. I can show you a lot of those kinds of things that do show us that this is good business, a good business for everyone, not just for a firm but for society itself.

Senator **Mondale**. You see, if that can be approved, and I gather you approve of it to your satisfaction—your company's satisfaction—if one of the functions of this bill was to try to get that information around, encouraging other businesses to see the possibilities, to see the economic advantages, I could see where many more dollars could spread this movement very rapidly throughout the country.

Mr. **Conner**. It is becoming easier to get the critical investment now as systems are set up where people and firms can buy this for very little front-end cost. We have set up a system now so other firms do not have to and they are getting involved and so we share the costs. We are thinking about doing that with Government agencies, schools, which is a very good thing. And so it does justify itself and there have been a lot of academic studies to show this. I personally talk to the board of directors and show them the first year's operation and they gave me again as much and as more to go ahead and do more things, and I have to do that—stand up there and if it does not work I get shot at.

Senator **Mondale**. It seems to me that the bill could act as a catalytic agent.

Mr. **Miller**. In addition to this there are a lot of people who cannot pay the full cost of these programs and who really need them. And I think the bill needs to fill that gap for corporations and companies that cannot afford to run a profitmaking operation. There need to be some funds placed in those programs for those people so that they can enjoy the benefits of the learning society as well.

Mr. **Conner**. I am talking about some of the things that solve problems. We offer other kinds of self-enhancement programs and employees may have to pay for this, so we cannot—it is very expensive in terms of education, I am finding out, and I doubt that all of these things we are talking about can be afforded by any one segment of society. You have to pull together to do this very thing.

Senator **Mondale**. Jerry, you have dealt with this for years, with senior citizens and citizens throughout the State. How great is the demand for this kind of lifetime learning service for senior citizens?

Mr. **Bloedow**. There is a great demand for it and we really are not able to meet it in all the areas of the State.

We have had particular programs, for example, in the North Hennepin Community College and in Minneapolis where the response has been tremendous. Hundreds of people have taken advantage of this program and I think the interesting aspect of the whole involvement of older people is they themselves in planning most of these programs. It is a very key factor.

Senator **Mondale**. We have several other questions that will be put to you in writing, separately. I would ask simply that the response be by letter, and that will be made part of the record. I also want to ask unanimous consent that a letter and statement submitted by Richard C. Hawk, executive director of the Minnesota Higher Education Coordination Commission, be inserted in the record at this point. But we have a heavy schedule today. I want to thank the Minnesota panel, and I want to thank Dan for putting this together. We asked this panel to come here last Thursday, and they are here, which is some kind of record, particularly when you realize they may never get home, and it is 30 below out there—maybe you would like to be delayed. Northwest Airlines at the last I heard was still running.

Thank you very, very much.

[The prepared statements of Mr. Ferber, Mr. Miller, Ms. St. Pierre-Cutler and the letter and statement by Mr. Hawk follow:]

PREPARED STATEMENT OF DAN FERBER, DIRECTOR

MINNESOTA LEARNING CENTER, ST. PAUL, MINNESOTA

Recent concerns about Federal governance have prompted a host of reactions, among which are such publications as The Best and the Brightest and The Palace Guard. These books and their titles suggest that national leadership behavior patterns can become seriously isolated from the wishes of the populace. So much so that a massive loss of confidence in that leadership, accompanied by a deep cynicism, can be created among the general citizenry. Given the precarious domestic and international scene, we can no longer afford such unecessary internal divisiveness. But how can we help insure a higher degree of constructive, two-way interaction between those who govern and the governed?

I propose that, among other things, we create a new, synchronized policy development process. It would encourage both traditional "top-down" (national to state) and new "bottom-up" (state to national) initiatives to exist concurrently, interacting to mutual advantage. Such a synergism, perhaps called "inventive Federalism", would place more dynamic leadership responsibility on the states. This constructive posture among the states would help offset the present simplistic pattern of electing leaders, then criticizing them, after the fact, if their leadership goes awry. The fortunate convergence of a Bicentennial celebration and a Presidential election year make the timeliness of such a renewed partnership self-evident. But what, more specifically might be the character of this new Federalism?

Operationally defined it has three dimensions: (1) the systematic invention, research and development of undiscovered or untried social programs ("invention intervention"), first by interested states; (2) these inventions would be explicitly in response to a significant issue emerging on the national agenda; and (3) they would be nationalized through the state's entire congressional delegation when sufficient potential for other states has been demonstrated. This concept is being explored in Minnesota by the (1) creation, development, field testing of a national issue, (2) lifelong learning (The Minnesota Learning Society), and (3) nationalized via "The Lifetime Learning Act". That legislation was introduced to the national Congress by Senator Walter F. Mondale on October 8, 1975 and by Congressman Donald Fraser on December 3, 1975. It is intended that this legislation will be supported by all their Minnesota Congressional colleagues, paralleled by complimentary state legislation in due course to insure explicit national-state partnership.

Here the State of Minnesota (through internal, independent non-partisan leadership) voluntarily designed and initiated this activity. But this initiative was conceived at the outset with national impact in mind. Moreover, the specific "product" (lifelong learning) was solidly based on Minnesota's long public and private policy commitment to education as a major social value. Thus this effort derives genuinely from Minnesota's own character. And it permits both state and national (public and private) "resource focusing" in Minnesota to insure a high quality catalytic impact on other states and the nation. Only time will tell whether this type of self-conscious, systematic use of a state as such a social research and development laboratory will contribute to the public welfare. But we must try. And the beginning of the Bicentennial year seems an appropriate time to launch this new Federalism,as we anticipate the next 100 years. For if states learn to so help the nation, do they not suggest that nations could do likewise for the global community. Then we will learn that although there may be "limits to growth" in our physical planet, the potential for "human growth" to deal with all problems is unlimited.

COMMEMORATING AN AMERICAN REVOLUTION

BY

COMMENCING AN AMERICAN RENAISSANCE

One of the most profound expressions of self-actualization through creative altruism is to use such inclinations for the design of a total social climate which liberates those same characteristics in all people. By so doing Minnesota can use the Bicentennial celebration as a catalyst for an American Renaissance, perhaps the most important contribution we can make to a troubled country.

Not the only but one very important beginning is to make a major social value and public policy commitment to implement lifelong learning for all Minnesotans. To make operational such a new "civil right to learn" will go far toward insuring the spark necessary to ignite each person's own continuous self-renewal and growth processes in the interests of the individual, the state, and thus the nation.

Therefore let us celebrate our "political liberation" of 200 years ago by consciously reviving, reconstituting, and then releasing that spirit of "human liberation" manifested in Periclean Greece, Augustan Rome, Renaissance Italy and the France of Louis XIV but focused this time on social creativity. To do so would be a unique contribution indeed.

On May 17, 1954 the Supreme Court voted to desegregate the nation's "schooling". Just over twenty years later it is time to desegregate "learning" by eliminating barriers not only of race but also of place, time, age, and resources. Let us recall that what is important is the effective delivery of learning services to the citizenry, not the form in which it occurs. As has always been true, existing forms can be extended, expanded, enhanced or, if they fail to adapt, even eliminated. But the goal of continued human development through lifelong learning is constant. Such is the nature of the "Protean" or "temporary" society in which we live. In such a context, philosophy, policy, program, politics, and people must find a new and ever dynamic integration.

We celebrate in this year of 1975 the 500th birthday of Michaelangelo. Four years after the year 2000 scholars will celebrate the 700th birthday of Petrarch, the personality most generally identified with the beginning of the Italian Renaissance. Historians then will note that a fifth great era of human endeavor in social development is well underway. And, in their inevitable search for the origins of this Bicentennial Renaissance, some will note that much of it seemed to have emerged from an unusually timely and imaginative initiative by the State of Minnesota. But only if the state acts boldly yet humbly now, balancing rigor and responsibility, continuity and change.

To so synthesize the past, present, and future constructively and systematically will suggest the emergence of a thought process essential for the mentality of all people who wish first to understand and then to improve their world. Only then will perpetual rather than cyclical "rebirth" be put in motion. Then also the presence of constructive creativity rather than its absence, will be taken as the social and behavioral norm.

Introduction: In 75 A.D., Rome initiated the concept of the state supported "schools". 1900 years later, in anticipation of Minnesota's Bicentennial celebration, it seems most appropriate for the state to initiate unique support for the "lifelong learning" of all its citizens. In this manner the state (1) builds on its western world heritage, (2) facilitates and leads a contemporary need for continuous human development in a rapidly changing society, and (3) prepares for an even more complex and demanding future.

The State of Minnesota, as one of its primary Bicentennial thrusts, can become a national demonstration laboratory of "the learning/active society" i.e. to make lifelong learning an operational reality for Minnesota citizens (1) at any age; (2) in a wide variety of settings; (3) at more frequent intervals throughout life; (4) by using the total learning resources of the State; (5) by providing support through social policy and other incentives in both the public and private sectors. Such a social commitment is prerequisite to a much more informed participation by the citizenry as the State shapes its future in concert with its relevant past and our realistic present.

If the state responsibly provides such national leadership, then "learning", "work", and "retirement-leisure" will be better synchronized throughout life. By making all three of these basic life activities more concurrent, they become more compatible with realistic and rapidly changing (1) personal needs and (2) human potential for growth, thus helping to assure its continuous self-renewing capability for a more promising future. If Minnesota can so modify its life style to thus enhance the possibility for creativity and human productivity by such a cultural strategy, other states may well do likewise. Perhaps in this manner Minnesota can make a constructive and catalytic contribution to a badly needed bicentennial renaissance at a troubled time in our nation's history. The unusual complexity of social problems requires such proposed solutions.

Minnesota as a national site: There are a number of good reasons why Minnesota is viewed by many as a natural site for such a national demonstration and field laboratory of the several stages toward "the learning/active society". Some of those reasons follow:

1. Its demonstrated commitment to a high quality of life has been assessed critically and objectively by outside studies and has consistently scored extremely high in national rankings.

2. A progressive atmosphere persists with regard to constructive social change. The state often has spun off such changes to the nation with substantial impact and emulation.

3. A critical mass of creativity and innovation prevails with an accompanying high tolerance for new ideas and experimentation which show promise followed by assimilation into permanent social policy in both the public and private sectors.

4. A high degree of mutual trust has been developed within the state thus fostering an inclination towards atypical inter-institutional and interpersonal cooperation so essential to a total systems approach on any project.

5. An image of unusually substantial national leadership, as manifested in past and present Minnesota Congressional delegations and statewide personnel, draw attention and respect to the state; hence there is real possibility that the "learning/active society" concept will find its way into national social policy.

6. A strong commitment to a high quality, traditional education, both public and private, is viewed and supported as concomitant with a high quality life style. The 1975 "state of the state" address and budget message of Governor Wendell Anderson more than maintains this commitment.

Such a case no doubt could and should be amplified substantially. But it is not difficult to convince a variety of influential, external funding and human resources that Minnesota is an excellent choice as the first statewide demonstration site of "the learning/active society", phase one of which is the imaginative integration of "older persons" into its several educational systems in a variety of ways i.e. an initial focus on educational gerontology or "the greying of the schools."

Relevant Social Trends: There are also a number of social trends external to but inclusive of Minnesota which suggest that the time to conceptualize, plan, experiment, and implement is now. Some of these trends follow:

1. There is a need for all social institutions to take steps which unify the nation at a time when recent international and national developments seem to have divided it. Educational institutions can be no exception. More formalized learning for "older adults" including intergenerational mixing and education can be such a unifying process e.g. the establishment of a new form of "extended family" at a time when the family as a critical foundation for our society is receiving renewed attention.

2. There is a growing awareness that intergenerational education, with its attendant "experiential diversity", is an unused resource to optimize the learning experience for both the young and the old who have much to learn from each other.

3. With less than zero population growth at one end of the age spectrum and a rapidly increasing number of older adults i.e. age 55 and over, at the other end, the educational process must be redesigned for an ever increasing older student body. Though such population statistics perhaps should not be the the first consideration, they are real.

4. Enrollment stabilization, or decline among conventional younger students suggests that existing educational physical resources can be used for a new clientele, rather than being prematurely dismantled or retrenched, hence perhaps utilizing more prudently an already established major and expensive social investment e.g. land rich campuses as sites for public or private developers to establish new, needed retirement communities - "campus condominiums" - for alumni, faculty and friends as a first target group as well as renovated, empty undergraduate residence halls for shorter term residential experiences.

5. The increasingly apparent need for recurrent or total life-span education in a rapidly changing, more complex, and interdependent society, accompanied by a rapid increase in critical knowledge, wherein new forms of thinking and knowing

are constantly required for all ages e.g. systemic thinking, professional retooling, pre-retirement planning and informational needs, leisure-learning patterns etc.

6. The awareness of a new sense of total human development, emphasizing a multidisciplinary perspective, and "functional age" in contrast to "chronological age." Also a growing awareness of the benefits of intergenerational education in this context as opposed to education in segregated age groups e.g. heterogeneous age groupings and "experiential diversity" becoming more important and more realistic than now more superficial "geographical diversity" in a much more mobile society.

7. The emergence of a slightly longer life-span, multiple careers, earlier retirement, a four day work week, and proposed imaginative new mixtures of "education", "work", and "retirement-leisure" into more flexible, interchangable behavior styles throughout life to help combat human dissatisfaction arising from many sources. Harvey Wheeler, of the Center for the Study of Democratic Institutions, predicts that we are moving into an era of many "retirements" or "non-retirement".

8. The rise of "older adults" as a much more significant political force requiring more education to insure the proper functioning of our form of "participatory democracy". Moreover, if they are well pleased by quality learning experiences, older adults constitute an increasing base of support for education in a variety of ways and a new coalition with the young in the interests of more sophisticated social reform.

To concentrate, therefore, on education for "older adults" is the first step to begin to make Minnesota a prototype of "the learning/active society." Such an effort will help the old, the young, and the existing educational systems in a variety of ways delineated later in this paper. Perhaps it is not too idealistic to suggest also that our campuses, by so facilitating the integration of the old with the young in the learning process, can help reunite the nation, can regain their high ranking in our national priorities, and reestablish a positive image in response to more negative preceptions generated by the turbulent 1960s. A more immediate goal is that some public colleges can turn around the low morale and divisive characteristics of a retrenchment era to one of an optimistic focus on a new frontier; for it is now clear that, given the upward shift in the age of the total population and, the stabalization, if not ultimate decline, of typical undergraduate enrollments, our formal and even informal learning systems should be redesigned to serve an ever increasing older population. Rather than being viewed as an expression of "survivalism", such an effort is the appropriate modification and use of a substantial social inventment in the emerging interests of a new and older clientele. As a matter of fact, faced with undergraduate enrollment increases, some private colleges, as well as public and private universities, see great potential benefits of several kinds (educational, humanistic, financial, and political) emerging from intergenerational mixing and learning, both residential and non-residential in character

Progress to Date: Setting forth the essential elements of the intergenerational campus concept, beginning with the possible short term use of remodeled campus residence hall space for some interested elderly persons, arranging a State College Board - Educational Facilities Laboratories Inc. conference on the subject, and sharing the evolving idea with appropriate persons were the early developmental steps. The last step continues daily. In due course all of the components of the state system required to shape such proposed new options in life styles will be contacted and hopefully will cooperate. Each is important and all are needed. Such a comprehensive, interdependent national effort requires support from many persons of diverse backgrounds and walks of life. A second collective effort was a workshop jointly sponsored by EFL and the Minnesota Private College Council devoted to new campus housing for older adults, the proceedings of which are available upon request. In such a context,theAdministration on Aging awarded an initial FY 1974 grant of $123,300 to the six diverse, Minnesota educational institutions. Fellow grantees, evaluators, and consultants from the University of Michigan also are members of the consortium. Those combined resources and activities are represented in a progress report available upon request. A second grant of $129,800 has been awarded for FY 1975 with the College of St. Thomas, St. Paul acting as the fiscal agent for now eight institutions i.e. The College of St. Benedict, Mankato State University, Minneapolis Public School System, North Hennepin State Community College, St. Paul Area Vocational-Technical Institute, University of Minnesota, the College of St. Catherine and the College of St. Thomas.

It should be noted that this ad hoc consortium is sensitive to the need for counsel and support from a variety of agencies and resources within and without the state. Hence it is important to note the following entities which have been kept informed, and when asked, have been most helpful to date as a total Minnesota network is built.

Resources within the state	Primary Contact Person
1. The Office of the Governor	John Redmond, Aide
2. The Governor's Citizens Council on Aging	Gerald Bloedow, Exec. Sec.
3. The Higher Education Coordinating Commission	Les Westin
4. The University of Minnesota	Barbara Stuhler, Assoc. Dean
5. The Minnesota State College Board	Ray Calhoun, Vice Pres. Pland & Development
6. The Minnesota Community College Board	
6. The Minnesota Community College Board	Philip Helland, Chancellor
7. The Minnesota Area-Vocational Technical Schools	Robert VanTries, Asst. Commissioner
8. The Minnesota State Board of Education	Ray Peterson, Asst for instruction
9. The Minnesota Private College Council	Harvey Stegemoeller Executive Director
10. The Senate Education Committee, State Senate, Minnesota State Legislature	Adelaide O'Brien, Adm.Asst. to Jerome Hughes, Chairman
11. The House Higher Education Committee, House of Representatives, Minnesota State Legislature	Richard Schrodermier, Adm. Asst to P. Fugina, Chairm.
12. The House Education Committee, House of Representatives, Minnesota State Legislature	(same as above)
13. The State Planning Agency	Niel Gustafson, Exec. Dir. Commission on Minn. Future
14. The Minnesota Bicentennial Commission	Lois Pollari, Exec. Dir. Horizon's Panel

Supporting Resources External to Minnesota

As would be the case with any state, however, the State of Minnesota and its statewide ad hoc consortium does not posess all resources necessary to carry out its long term mission at the required high quality level for a genuine and meaningful national impact. Hence the following organizations outside of the state, have been enlisted to form an emerging new coalition or "laboratory in dispersion" to build well "the intergenerational learning society" as explored and demonstrated by the state as it takes its first step by focusing on educational concerns related to "older persons".

Educational Facilities Laboratories Inc. (New York), Harold Gores, President of EFL, and Alan Green, Secretary-Treasurer, have not only funded two Spring Hill Conferences related to the housing component of the project but are prepared to make more permanent commitment of that organization to the emerging coalition of external resources and expertise which will comprise the new Minnesota "laboratory in dispersion" EFL has developed considerable expertise in physical plant design and innovation as it related to the learning process and wishes to include in its long-term mission the redesign of learning facilities for an ever increasingly older student body.

The Institute for Gerontology (University of Michigan-Wayne State), Ann Arbor, Michigan; Dr. Leon Pastalan, Director of Research and Associate Professor of Architecture, has agreed to provide his personal expertise upon request as well as to enlist other relevant resources at Ann Arbor to guide Minnesota educational institutions and their local architects. In this manner the state can learn to translate sophisticated gerontological research, both behavioral and architectural, into its operations as an older student body develops. Finally, all relevant major national agencies, associations, and funding sources are informed about the developing Minnesota plan.

Possible Permanent National Social Policy Commitments. The preceding efforts will be meaningful, however, only if the nation decides that the "civil right to learn" is an essential component of our life style. Such emphasis must be supported by social policy at both the state and national level, in a non-partisan expression of public and private partnership wherein legislators, their staffs, federal agencies, private foundations, and relevant associations work together. With regard to the Washington, D. C. scene the following collection of suggestions may be helpful.

1. Provide (a) experimental funds, matched ideally by a comparable amount from state funds to help colleges remodel existing residence halls for persons of all ages as well as (b) more substantial experimental funds especially designed to explore appropriate age-integrated and/or age-segregared educational programs for "the older student" accompanied by (c) parallel funding for in-service training of institutional staffs who now will work with such an older clientele in contrast to their current preoccupation primarily with youth.

2. Develop investment incentives and legal support mechanisms for private developers, in cooperation with campuses, to develop required housing for persons of all ages, particularly older persons, on land owned by or adjacent to both public and private post-secondary institutions, irrespective of whether they have been considered residential or non-residential in the past e.g. some community colleges have substantial land surrounding them but are perceived solely as commuter campuses now. By do doing we suggest housing and growth policy decisions and consider a "campus impact" dimension in their deliberations.

3. Expand the mandate of the Department of Housing and Urban Development and other Federal agencies so they can assist all interested parties in the physical development of campuses to more easily accomodate the increasing number of more highly educated older persons who will be seeking a campus experience of varying lengths of time.

4. Clarify and emphasize, if necessary, that existing scholarship funds are appropriately sought by persons of all ages, increasing the amount of such funds, perhaps, in anticipation that many more older citizens will want to utilize them.

5. Explore the adaptation of the "senior citizen's educational bill of rights",at the national level, proposed to the state legislature of Hawaii by Harlan Cleveland, the former President of the University of Hawaii, wherein institutions are reimbursed for educational services provided to "senior citizens". Perhaps it would be best if funds went directly to the "older person" in keeping with the emerging emphasis on "learner-centered" education.

6. Insure tax "write-offs" for commerce and industry which encourage "educational leaves of absence" for employees at all levels. Such an effort may well assist the private sector's current concern with what is coming to be known as "blue collar job disatisfaction" while stimulating involvment in lifelong learning before "retirement" for all employees.

7. Provide a subsidy to encourage the development of appropriate transportation systems for interested senior citizens to travel to and from campuses and learning sites of their choice e.g. 10:00 a.m. to 2:00 p.m. with lunch included, thus initiating the converse of the present "hot meals on wheels" program.

8. Consider imaginative new funding and other incentives for all citizens to reinforce the emerging "civil right to learn" throughout their lives e.g.

   a. Explore how best to encourage loans for lifelong learning through commercial banks, either guaranteed by the Federal government, or by the banks alone.

   b. Develop individual tax incentives e.g. tax credits, tax deductions etc.

   c. Expand social insurance programs financed by employers and employees, to include funds for lifelong learning.

   d. Establish a lifetime educational credit plan (state credits, special income tax, etc.)

General Goals and Specific Objectives of the Minnesota Learning Society; Phase I: Intergenerational Living, Learning, and Teaching.

1. To facilitate an American Rennaisance, by the mass infusion of new ideas and creativity through the implementation of lifelong learning as a major social value supported by explicit policy and other behavioral incentives in both the private and public sectors.

2. To reinforce the best aspects of the human liberation movement through the process of lifelong learning, so that self-actualization and human potential can be better optimized in the interests of the nation and the global community.

3. To make more concurrent "learning", "work", "retirement-leisure" so that these life activity patterns combine in a variety of stimulating life styles more compatible with acknowledged processes of human growth and development.

4. To make lifelong learning available to (1) all ages (2) in all feasible sites (3) at all feasible times (4) using all relevant social resources and support mechanisms including behavioral incentives in both the public and private sector.

Specific Potential Objectives Related to the Integration of "Older Persons" and Traditional Educational Systems. One way to speak of specific objectives of the Intergenerational learning, living, and teaching is to place them in four, somewhat overlapping categories: (1) Humanistic; (2) Educational; (3) Economic; (4) Social/Political.

Humanistic Objectives:

1. The reduction of increasing intergenerational tensions emerging from present superficial age-related stereotyping.
2. A new form of "extended family" created by a common interest in living, learning and growing together.
3. New roles and options for older persons as resource persons and students.
4. A relatively safe, resource rich environment, with a variety of relatively free services, heretofore not available to older persons.
5. A higher quality of life for many lower income older persons who increasingly will be more highly educated.
6. A sense of continued personal growth, usefulness, purpose and self-esteem which (1) help to cope with loneliness, boredom, fear of present environment, waiting to die and which (2) may impact positively on a strategy for preventing drug abuse, alcoholism, suicide, senility, mental and physical problems in general.

Although all of our campuses, and all our educational systems would not accomodate a high percentage of older persons, their presence would have a disproportionate positive social impact, through the young, on the nation over the long run.

Educational Objectives

1. To open campus academic and cultural opportunities to older persons for:
    (a) personal enrichment and a broader basis for an orientation toward psychological, social and cultural aspects of one's life as new coping skills are required.

    (b) the pleasure derived from personal growth, knowledge as an end in itself, and self-fulfillment.

    (c) the practical aspects of recycling oneself for new roles and career options in a rapidly changing more complex society in which "retirement" in its traditional sense will become temporary for most people. Hence the need to renew or develop new skills, now shorter lived, leading to paid or volunteer work through training and placement assistance.

(d) the completion of degree work long postponed because of the need to earn money for children's education.

2. To arrange for the young and the old to share and synthesize differing value sets because of experiential diversity implicit in intergenerational learning and living.

3. To foster in our learning systems, for all participants (faculty, administrators etc.) a holistic awareness of the total life cycle e.g. death and dying, the aging process, retirement planning, being "young" and "old" today etc., a dimension not now sufficiently present in age-segregated environments. To encourage a new emphasis on "functional" not "chronological" age.

Economic Objectives:

1. To produce new revenues for educational systems in the form of (a) tuition, (b) room and board, and (c) gifts and estates from older persons who begin to sense the social implications of the intergenerational campus movement and have resources to assist its further development.

2. To develop job and service opportunities which are particularly appropriate for older persons without competing with the young, thus enhancing the total labor force and assisting to some degree perhaps the revitalization of the present Social Security system.

3. To reconstitute campuses and school systems for a new unifying social role, in contrast to dismantling them, as a wiser use of an existing, substantial inventment.

4. To consider school systems and campuses in the context of prudent housing and land use policies e.g. the "block grant" component of the new Housing and Community Development Act (HUD), the use of unused land as relatively inexpensive sites for new housing for older persons in the interests of all concerned etc.

5. To explore the interraction of older persons with the learning systems and the young as a strategy whereby older people are stimulated to remain independent much longer, perhaps reducing somewhat the need for long term care facilities.

6. To stimulate a reconsideration of what is meant by "retirement" in this country. In such a manner our national life style can be revitalized in such a way as to permit older persons to retain economically productive and purposeful roles as long as possible.

7. To encourage older persons, whose taxes help build them, to use the educational systems in the interests of all concerned.

Social/Political Objectives:

1. To broaden the base of support for education by enlisting older persons who are well pleased with their campus experiences, as well as establishing a genuine image that educational systems can be a unifying force in the 1970's in contrast to their perceived more disruptive social role of the 1960's.

2. To develop a new social force, a coalition of young and old, who learn together and then act together in a more informed, constructive manner to effect needed social change of interest to all concerned. In such a manner, it will be more difficult also for those so inclined to pit the young against the old for self gain.

3. To the extent that the young are characterized as excessively "liberal" and older persons as too "conservative" a synthesis of these positions may bring into being a new political ideology for "change", "growth", and "progress".

4. To assist the emergence of "senior power" as a more informed, sophisticated political force in concert with the attempt to bring older persons together with the young in a new social synergism. In this manner both the young and the old may be able to vote on specific issues intelligently.

December 18, 1975

Testimony on Senator Mondale's Bill (S2497) to Amend the Higher Education Act of 1965 to Encourage the Establishment of Lifetime Learning Programs

Harold A. Miller, Dean
Continuing Education and Extension
University of Minnesota

I am pleased to be here to support S2497, to encourage the establishment of lifetime learning programs. First, let me speak briefly to the objectives of the bill and then turn my attention to the particulars of the bill.

I. The Objectives.

As I understand the Mondale Bill, it is aimed at some important educational needs which exist in our society:

A. Coordination of existing efforts in the area of lifetime learning by all federal agencies.

I represent a land-grant university's continuing education program. As we try to meet needs for educational programs in continuing education in Minnesota, we look to Washington - what do we see? 208 federally funded programs which provide higher education for adults or research application, instructional activities and technical assistance use of higher education resources to support community efforts to mitigate social problems. Over $2.5 billion is available for a variety of continuing education, adult education or lifetime learning purposes. The 208 programs are administered by 23 different agencies.[1] Most of use have had to hire grants experts to sort out the Washington puzzle on lifetime learning.

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[1] A Measure of Success - 7th Annual Report of the National Advisory Council on Extension and Continuing Education 1973, House document # 93-73, pp. 14-16.

B. Support for training teachers, curriculum and media development, and conversion of facilities.

Retraining of teachers.

In Minnesota we have reached teacher saturation in our elementary and secondary schools. The placement of these teachers is increasingly difficult and many districts are closing schools. Other, more imaginative districts, are converting these facilities into adult-oriented community schools. But unemployed elementary teachers aren't ready to teach adults. They need special training in adult learning theory and in creating educational programs for adults.

Curriculum and media development. We need adult-centered curricula. In Minnesota our one College of Pharmacy reaches the store-bound pharmacist with video-taped courses offered with on-site coordinators in the pharmacist's town; our nursing program is now instructing over 500 nurses in their towns and hospitals with programs offered to them by the use of our Educational Telephone Network. We need funds to support such programs for government workers, for seniors, for clergy, for social workers, and for many other groups who can't afford to pay for the full costs of these programs.

Facility conversion. In our state, some elementary and secondary schools are being turned into community centers. Some colleges in our state are experimenting with intergenerational dormitories. Some of these facilities need little conversion - some need more. Funds for selected demonstration projects would, it seems to me, stimulate state and local funding for conversion of facilities.

C. Finally, there is a need to study barriers which keep people from lifelong learning.

We know what some of these barriers are - cost is one. In our state, as in many others, lifelong learning programs are self-supporting. That's admirable - unless we think that opportunities to improve one's standard of living or job situation by education should depend on his ability to pay the full costs of that education - doctors can; most lawyers can; some teachers, social workers, government employees can - but many can't and very few people who are locked into low-paying blue and white collar jobs can.

There are other barriers: adult student motivation, and traditions which make it difficult for work-bound or home-bound adults to gain access to complete programs. There are many others but some review of these barriers and others and what some states and other countries (France, for example) have done about them is needed.

II. The Particulars

I have said that the bill addresses itself to some critical needs for the last quarter of this century and the first quarter of the tricentennial. Let me make some suggestions which will, I think, be be helpful:

A. To achieve the coordination of all federally funded lifetime learning programs, the Office of Lifetime Learning should be placed as high as possible in HEW. Perhaps, the Secretary of HEW should establish the office and have it report to the Assistant Secretary for Education.

B. The review of programs should probably include those offered by private concerns as well as public. Company benefits for employees' job-related programs, private agency programs, etc. The review period should be short -- perhaps two years, and the findings should provide the basis for further lifetime learning legislation.

C. The barriers to adult access to continuing education programs have been researched by faculty and students in many adult education departments. It is probably not necessary to commission extensive research projects to determine these barriers.

D. The placement of the bill is properly in the Higher Education Act, but it might be worth consideration to place it as a separate title, considering the poor funding history of Title I. The offering of grants and contracts should be based on some of the findings from the reviews of barriers and existing programs. It will no doubt be necessary to have some demonstration projects for facilities adaptation and some research development funds for training, curriculum and materials development, but these grants should follow the review period.

CONCLUSION

In 1972, the National Advisory Council on Extension and Continuing Education commented: "In the absence of some pivotal legislation, a vacuum remains which encourages both federal agencies and universities to administer continuing education programs with a minimum of central responsibility, and what is left to prevail is federal policy of not having a policy for higher continuing education."[2] I sincerely hope that S2497 - The Mondale Bill - becomes that pivotal legislation which can begin to develop federal policy in this important field.

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[2] ibid. p. 20

Statement by:

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Before the
Senate Educational Subcommittee

December 18th, 1975
Room 4232
New Senate Office Building
Washington, D.C.

Thank you, Senator, for the opportunity to provide testimony on the Lifetime Learning Act. Your perceptiveness of educational needs in authoring this legislation is indicative of your past contributions in the United States Senate.

I am representing today, the Minnesota Department of Education and the Office of Federal/State Program Coordination. It is our responsibility in the Department to provide the leadership to assure that the many Federal, State and local efforts administered throughout the State address the needs of our constituency, and to reduce the gaps and omissions in educational services which inevitably occur.

The Lifetime Learning Act addresses a need that we have long recognized in Minnesota, and in various ways, have attempted to correct. Education does not end in the classroom, it only begins there, and learning is possible and needed at any age in any walk of life, but frequently not available.

Up to this point, most of the aid to education efforts of the Federal government have been directed to formalized "blocks" of classroom learning whether at the elementary, secondary, or postsecondary level. Programs under the Elementary and Secondary Education assume full time attendance by participating students even though the Federally funded activities only make up a portion of the school day.

Vocational Education promotes work-study programs and on-the-job training but again, the emphasis is on full-time participation. Students applying for Federally funded loans and grants are expected to be attending at least half-time, and to be making reasonable progress toward a degree.

Most programs also have a definite termination expectation; a person participates in specialized training until a concrete objective is reached: certain subject matters are assimilated; a skill is learned; a job or a degree is obtained. Few, if any programs address the need for continued educational experiences and opportunities once 'formal', full-time education has ceased.

Currently, the Minnesota Department of Education administers several programs directed toward out-of-school youth and adults. Federal, State and local resources are all used to initiate and maintain these activities.

The thirty-four Area Vocational and Technical Institutes are located within an average of 35 miles of each state resident's home, and offer more than 250 training programs for the 26,537 post secondary students enrolled during the 1974-75 school year. 7,532 of these students are full-time participants over 21 years of age.

The CETA Legislation, soon to be reexamined by Congress, provides programs limited to a specific population and training opportunities. Educational outcomes are strictly defined. Currently, Minnesota has eight prime sponsors which provide training and services to 20,171 individuals.

Adult basic education, funded primarily through the Adult Education Act provides training in the basic skills for more than 6,000 adults par tici in 56 programs which include more than 75 communities in addition to extensive programs in the three major cities.

Community education laws passed by the Minnesota State Legislature contributes in part to the learning needs of the adult population by providing resources to school districts to operate G.E.D. preparation and testing programs. Another State law gives taxing authority to school districts to conduct a broad variety of classes as needed within the community. A portion of the administrative costs of this effort is provided by the State.

Last year 55 schools and communities sponsored G.E.D. preparation programs for more than 2,500 adults. Throughout the state, more than 4,200 individuals were tested at the GED Testing Centers and received G.E.D. certificates.

Adult Continuing Education Programs which are sponsored by local school districts, provided self-improvement and general interest continuing education to approximately 305,000 students during the 1974-75 school year. Two hundred ninety-two of Minnesota's 435 school districts are involved in the Community Education Program.

The Right to Read Program provides out of school adults with opportunities to improve their reading skills through individual tutoring. To date, over 3,000 volunteer tutors have been trained at 87 project sites. Currently, it is estimated that the Right to Read Adult Program is serving more than 2,500 participants.

Even with these activities and efforts, in addition to the programs that have and will be mentioned, there exist gaps in the overall educational program. This is to some measure due to the categorical nature of Federal and State funding programs, but to a great extent, the failure of educators to recognize the needs of various segments of our society.

Traditionally, education has been for the young, and advanced training has been for men. Increasing numbers of women are entering the job market. Nearly 30% of the students in the 34 AVTI's are women; this percentage is up from just under 25% last year. Many women reentering the labor force have outdated skills, but do not qualify for CETA training. This bill would benefit these women immeasurably through up-dating and expending existing skills, and providing the opportunity for the acquisition of new skills. Not only would this facilitate the reentry into the labor force, but provide the additional educational background and training necessary for them to compete with male counterparts on an equitable basis.

It has frequently been pointed out that senior citizens are one of the few untapped National resources left. In many industries and public agencies the age of compulsory retirement is now 62 and getting lower. Americans may now look forward to 10, 15 and 20 or more years of 'active' retirement. If presented with opportunities for continued education, the results in personal satisfaction, community service and utilization of the richness and breath of seniors' experience would be substantial.

Because of the many agencies, organizations and existing programs now concerned with diverse aspects of Continuing or Lifelong Education, it is essential to the success of this endeavor, that the activities contemplated under this bill be carefully and consistently coordinated. In a program such as this which envisions both research and development as well programmatic activities, the establishment of system of coordination for informational, instructional and managerial functions is vital. It would be counterproductive to have more than one agency or program competing for the same population.

One of the greatest problems in the operation of out-of-school education activities is the accessibility of the program to those wishing to participate. It is vital that the mechanisms be established whereby adult students can become aware of these opportunities and be involved without going through a layered bureaucracy to find the program to meet their specific needs.

We hope that as this legislation develops that careful consideration will be given to these concerns.

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OFFICE OF THE EXECUTIVE DIRECTOR

December 19, 1975

The Honorable Claiborne Pell, Chairman
Education Subcommittee
Committee on Labor and Public Welfare
Room 325 - Russell Senate Office Building
Washington, D. C. 20510

Dear Senator Pell:

I sincerely regret that I cannot personally be present on December 18 to provide testimony in support of S. 2497, the Life-Long Learning Act introduced by Senator Mondale. Unfortunately, my board is scheduled to meet at the time of the hearing on S. 2497.

I do wish to express my strong support for the bill. For too long, Federal policy on post-secondary education has failed to give adequate recognition and support for learning as a continuing life-long endeavor. Bold Congressional action asserting a leadership role for the nation in recognizing the continuing nature of learning and the importance of appropriate educational opportunities for citizens of all ages can have an important positive effect on the future of American society.

Conditions conducive to a learning society with appropriate leadership by the Congress are apparent. Changes in licensing requirements are increasing the number of persons who will have to continue participation in education throughout their professional lives. Changes in technology and job requirements are increasing the number of workers who will need retraining in order to continue with their vocation or to change from an obsolete vocation to one with greater employment opportunities. More leisure time is increasing the number of hours for which the adult citizen is available to participate for learning. Changing conceptions of the role of women in society are paving the way for increasing numbers of women to spend time outside the home participating in educational activities. On the education side of the equation, freedom from previous pressures to accommodate growing numbers of traditional students can free some of the effort and resources of institutions to be applied to education for adults over age 25.

The potential benefits are equally evident. Continuing life-long learning as envisioned in a learning society can provide richer, fuller lives. It can enhance the quality and quantity of participation in the democratic governance process. It can facilitate social interaction. It can improve the capacity of our society to cope effectively with rapid change. It can serve changing manpower requirements. It can develop moral responsibility. It can contribute to the betterment of mankind in innumerable ways.

If I were to offer any suggestions with respect to the bill, they would be that (1) it, if anything, does not do enough in view of both the need and the opportunity presented by continuing life-long learning, and (2) it may not provide sufficient attention to the need for careful planning in each of the states to assure maximum returns on the investment in continuing education. I am sure that the fact that the bill does not go far enough reflects the concern for what is possible as well as what is desirable. One must always begin someplace and I think that Senator Mondale is to be commended for taking the initiative in proposing a start.

The concern with respect to careful planning was expressed by Dr. James Furman, executive director of the Illinois Board of Higher Education in recent testimony before the House Subcommittee on Post-Secondary Education. His assessment, with which I concur, was stated as follows:

> Projections suggest that enrollment of persons from the traditional college-age groups (18-22 years) will soon stabilize, while the demand for post-secondary education opportunities from older age groups will increase. Institutions seeking to sustain present enrollment levels will increasingly modify programs for and intensify recruitment of older students. In a positive sense, this will lead in many instances to needed innovation in response to student demand. In a negative sense, unrestricted competition for older students could lead to hastily developed, poorly conceived programs with no assurance that programs of necessary variety and quality are available and geographically accessible to such students. Statewide planning is essential to provide balance between innovation and change to serve adults and the need for rational allocation and distribution of limited resources and for avoidance of wasteful duplication.

In discussing continuing adult education at a National University Extension Association meeting, I suggested that meeting the challenge provided by the tremendous opportunity for continuing life-long learning will require better articulation of purposes and objectives, development of integrated programs designed to achieve objectives, rationalization of the financing of continuing education and effective coordination of continuing education efforts. A copy of my statement to the extension directors is enclosed. The essential ingredient which I did not mention is effective leadership by Congress which makes priority attention to continuing life-long learning a matter of national priority. I am particularly proud that the senator from Minnesota has taken initiative with respect to this pressing need.

I urge you and the members of your committee to recognize the great significance of S.2497. The potential positive effects on the future of American society is more than adequate justification for favorable Congressional action on this bill.

Sincerely,

Richard C. Hawk

RICHARD C. HAWK
Executive Director

RCH:jm
Enclosure

CONTINUING ADULT EDUCATION:

OPPORTUNITY, TEMPTATION, AND CHALLENGE

Address by

Richard C. Hawk
Executive Director

Minnesota Higher Education
Coordinating Commission

National University Extension Association
Region IV

12:00 Noon, October 6, 1975
Leamington Hotel
Minneapolis, Minnesota

CONTINUING ADULT EDUCATION:

OPPORTUNITY, TEMPTATION, AND CHALLENGE

by Richard C. Hawk

Much of the uncertainty about the future of post-secondary education relates to continuing and adult education. Both the magnitude and the nature of education beyond the high school will be profoundly influenced by the way in which and the success with which institutions deal with the opportunities, the temptations and the challenges of education for adults over age 25.

Effect on Magnitude

First, let's look at the possible effect of continuing and adult education on the magnitude of post-secondary education. By considering only the traditional post-secondary age population data, one can conclude easily that the magnitude of post-secondary education inevitably will decline and that the scope of effort which states are exerting in order to provide post-secondary education should be reduced.

The anticipated 32 percent decline in the number of 18 year-olds from 1975 to 1990 for the state of Minnesota is indicative of a nationwide phenomenon. The actual amount of decline in the traditional, primary post-secondary education entry clientele will differ somewhat from one state to another, according to vatiations in such factors as in-migration and out-migration rates; but the general trend is universal. Viewing this certain and dramatic decline in the number of traditional clients for post-secondary education (and ignoring a projected increase in the number of 18 year--olds from 1990 to 2000), one can construct a convincing case for reducing effort, retrenching and closing institutions.

On the other hand, the 32 percent decline in 18 year-olds will coincide with a 35 percent increase in the 25 through 65 year-old population of the state. The significance of these percentages is more apparent when one considers the absolute numbers which they represent. The 32 percent decline in 18 year-olds represents a numerical decrease of 26,600 in the potential traditional post-secondary education entry population, while the 35 percent increase in 25 through 65 year-old population represents a numerical growth of 586,600.

It is because of the substantial numerical increase in the adult population over age 25 that present enrollment projections of the Higher Education Coordinating Commission incidate that the number of students in Minnesota institutions of post-secondary education will be about the same in 1990 as in 1975. These projections are based on the assumption that the current percentage of the population participating in post-secondary education will remain constant, both for those in the 18 through 25 age group and for those over age 25.

By assuming the emergence of a "learning society" within the next 10 to 15 years, one can construct a scenario in which the magnitude of post-secondary education will not remain stable, but will grow substantially. In other words, by assuming some significant increase in the rate at which those over age 25 participate, in addition to growth in the number of adults over age 25, one can develop a projection for substantial increase in the number of students, in spite of the significant decline in the traditional post-secondary education population age group.

There is no uncertainty about the decline in the size of the traditional post-secondary education age group nor about the increase in the number of adults over age 25. Obviously, the uncertainty relates to the extent to which the"learning society" is achieved, or, in other words, the rate at which the over 25 year-old population participates in post-secondary education. The potential impact of this unknown factor on the future magnitude is great.

Effect on Nature

The possible effect of continuing and adult education for persons over age 25 on the nature of post secondary education is no less significant. It is potentially more significant.

A large shifting in the ratio of post 25 year-old continuing education students to the 18 through 25 year-old traditional students will impinge on almost every aspect of post-secondary education, from academic requirements to methods of instruction, from administrative structures to allocation of resources.

The many changes which will emerge cannot be predicted with precision or certainty. But as meeting the needs of older, part-time students advances from a secondary function to a primary function of post-secondary education, change will occur.

Some cherished myths will be dispelled to the benefit of post-secondary education. Some previous advantages and conveniences will be lost. In total, post-secondary education may not be better or worse, but it will be different.

The Opportunity

Now, let's look at the opportunity, the temptation, and the challenge afforded by great hopes for a "learning society." First, the opportunity.

Many of the conditions which have stimulated optimism about achieving the learning society are apparent. Changes in licensing requirements will in fact cause an increase in the number of persons who will have to continue participation in post-secondary education throughout their professional lives. Changes in technology and job requirements will in fact increase the number of workers who will need retraining in order to continue with their vocation or to change from an obsolete vocation to one with greater employment opportunities. More leisure time in fact increases the number of hours for which the adult citizen is at least available to participate in post-secondary education. Changing conceptions of the role of women in society in fact are paving the way for increasing numbers of women to spend time outside the home participating in post-secondary education or other alternative activities. On the post-secondary education side of the equation, freedom from previous pressures to accommodate growing numbers of traditional post-secondary education students can free some of the effort and resources of institutions to be applied to education for adults over age 25.

Continuing life-long learning as envisioned in a learning society can provide richer, fuller lives. It can enhance the quality and quantity of participation in the democratic governance process. It can facilitate social interaction. It can improve the capacity of our society to cope effectively with rapid change. It can serve changing manpower requirements. It can develop moral responsibility. It can contribute to the betterment of mankind in innumerable ways.

The Temptation

If the opportunity is great, so is the temptation that comes with it. Just as the opportunity demands bold action, the temptation requires caution and considered judgment.

The opportunity is to extend the benefits of post-secondary education and to serve the total population more effectively. The temptation will be to exploit the population in order to protect and advance the interests of the post-secondary education enterprise.

It will not be so easy to keep the interests and benefits of the older student as the primary concern when the 18 through 25 year-old population decreases and traditional enrollments decline and budgets and faculty positions are threatened. It will not be easy to discard traditional practices in favor of practices more suitable to a changing clientele. It is easier to expect the changing clientele to adapt to old practices in spite of their incompatibility and inappropriateness.

It will not be easy for institutions to limit their efforts in order to avoid unwarranted duplication with the efforts of other institutions. It will not be easy to reject proposals for instructional offerings which promise large numbers of clients, but which will provide little real benefits to those clients. It will not be easy to admit that some entertaining activities do not deserve the support of a public tax subsidy for continuing education. It will not be easy to bypass the chance to replicate effective continuing and adult education programs of churches, high schools, and service organizations and to steal their clients.

Resisting the temptation will not be easy. It may well turn out to be as difficult as taking advantage of the opportunity.

The Challenge

The challenge, of course, is to fulfill the opportunity without yielding to the temptation. Since much of what I believe to be necessary is apparent from my discussion of the opportunity and the temptation, I shall not bore you with a reiteration of the obvious. Instead, I shall just briefly suggest four areas which, in my judgment, require special attention and improvement.

The first of these concerns is articulating purposes and objectives. The second is developing integrated programs. The third is rationalizing the financing and the fourth is coordinating continuing education.

Articulating Purposes and Objectives

One of the major difficulties in developing state policy for continuing education is lack of understanding about objectives. This confusion about what it is that post-secondary institutions really are attempting to accomplish through education for the over age 25 population causes many legislators and other policymakers to question the value of continuing education. General apple pie and motherhood statements of purposes are plentiful, but clear articulation of specific objectives which can be related to definable needs of the adult population are not so abundant.

The intrinsic value of the continuing acquisition of knowledge as a lifelong enriching experience may be apparent to faculty and administrators of continuing education programs. However, state policymakers are less enthusiastic about committing substantial sums of state tax dollars for which the competition is fierce in order to provide for such a grandiose but nebulous purpose. Furthermore, the lobbyists for continuing education tend to consist not of the recipients of the service but rather of the educators who seek to provide the service.

These phenomena--the lack of specificity on how continuing education proposes to achieve specific objectives related to clearly definable population needs and a general absence of political pressures from recipients or potential recipients of continuing education--cause some state policymakers to believe that the learning society which is envisioned by educators is really a "teaching society." In other words, they suspect that we may be more interested in obtaining funds and programs to permit us to do what we want to do and to make jobs for educators than to provide a service which is needed or demanded by taxpayers. Some may suspect that a state subsidy is desired simply because the service which is to be provided is not of sufficient benefit to attract recipients of the service without bargain rates.

The lack of specific objectives related to definable needs of the population becomes especially serious as demands for accountability increase and as legislators seek to relate tax dollars expended to identifiable outcomes. The lack of clearly articulated objectives combined with the behavior of some institutions often gives the impression that the institutions' real objective is to offer anything for which adult learners can be induced to enroll in order to beef up full-time equivalent enrollments.

Developing Integrated Programs

State post-secondary education agencies such as the Minnesota Higher Education Coordinating Commission have been able to get a handle on planning and coordination of traditional on-campus instruction by focusing on the review of instructional programs rather than individual courses. I do not know to what extent the experience of statewide agencies in other states has been similar to that in Minnesota. I do know that when we set out to coordinate off-campus instruction, we had great difficulty in conceiving of any manageable and effective process because it seems that when it comes to off-campus instruction, institutions do not offer programs, they just offer individual courses.

I am not certain that the situation is as chaotic as some institutional officials have claimed. It may be that the contention that one would have to be concerned with reviewing each individual course is a convenient reason not to have statewide planning and coordination of off-campus instruction. Institutions may in fact do more program planning and development than they would like to admit. Nonetheless, I do believe that to some extent for at least some institutions, relatively little attention is in fact devoted to conceiving, planning and developing integrated off-campus instructional programs. Much of the effort in off-campus instruction appears to be based on the concept of providing an individual course wherever a sufficient number of clients may be found to make that individual course cost-effective. I believe that the preoccupation of establishing extension courses rather than developing extension programs is related to articulation of specific objectives. Developing integrated programs to serve specific purposes is indeed difficult if program objectives related to definable needs cannot be articulated.

Rationalizing the Financing

Many of the problems which need to be solved in order to provide a rational and justifiable basis for appropriating and allocating funds for continuing adult education could be taken care of almost automatically with better articulation of objectives and development of integrated programs. Being able to review the costs of a sequence of activities designed to meet identifiable needs of a delineated target population would permit proposed expenditures and subsidies to be viewed in the context of anticipated outcomes and benefits.

Some problems and issues, however, will require more direct attention and resolution as public policy concerns. For example, what does and what does not constitute legitimate continuing education, at least for purposes of a public subsidy, seems to be a complex question with widely differing points of view. My own view is that some activities are clearly appropriate, but others clearly are not, and many activities seem to fall in between (perhaps their purposes and objectives are not well articulated). I do not believe that contract bridge or gourmet cooking for affluent suburban housewives deserves taxpayer support, regardless of the number of eager clients. I recognize the fact that some continuing educators consider objection to public funding for such activities to reflect an overly narrow perspective, and I am open to considering their justification.

The question of which potential clients for any continuing education activity should benefit from a public subsidy and to what extent is not easily resolved to the satisfaction of all. Expenditures to improve communication skills of a 30 year-old person can be treated as an investment in the sense that many years of productive contributions from the improved skills can be anticipated. Expenditures to provide similar education for a retired 78 year-old obviously represent less of an investment and more of a current expense for a consumable product. Should the subsidy be the same? Suppose that the 30 year-old is a successful young physician with an annual income of $45,000 and that the 78 year-old has no income other than Social Security benefits. Now, should the subsidy be the same?

I seriously doubt that the anticipated expansion in adult education can occur unless we come to grips with the public policy issues involved in substantial increases in public financial support.

Coordinating Continuing Education

Although some concern about duplication of effort and inefficient use of public funds for continuing education has been expressed at various times in the past the concern has intensified as institutions have become more aggressive in seeking to attract the continuing student. One indication of the intensified concern is an article which appeared in the St. Paul Dispatch on September 23, 1975. The headline read, "Duplication seen as colleges vie for enrollment." The article began as follows:

> Educators from coast to coast are looking fondly toward the older student taking night courses as a possible cure for sagging daytime enrollment levels, and one apparent result in Minnesota is increasing competition among publicly-supported institutions to get those cherished new students.
>
> But in education, as in real life, there is no free lunch. The taxpayer picks up the tab.
>
> St. Paul residents might be delighted at first, to learn that an institution like Mankato State University (MSU) is offering a course in business law in the downtown Burlington Northern building and a teachers' workshop course on "Sexist Influence on Human Development" in the old Gordon School in the Merriam Park neighborhood, and 11 other courses in various locations around the city.
>
> But, the bottom line for taxpayers shows that such courses are subsidized by state appropriations and probably duplicate offerings by other public institutions that already exist in the Twin Cities area--like the University of Minnesota, for

> instance, or the several metro-area community colleges that have made a substantial commitment to community and continuing education.

The Dispatch article continued with a lengthy discussion of the increasing competition for continuing education students and concluded with the following summary of concern:

> Continuing education programs of all sorts are proliferating in the Twin Cities area. The Community College System, which has been involved increasingly in various adult and community education projects with other institutions, now offers programs through the Oneida Education Center in St. Paul.
>
> The College of St. Thomas recently unveiled its New College aimed at the nontraditional students, and nighttime programs are offered by virtually every private college in town.
>
> To meet this competition, the university has begun in recent years to offer various inducements to get more people into its continuing education program that already boasts some 50,000 unduplicated registrations a year. Lunchtime "Brown Bag" courses offered in downtown locations, regular courses offered at half fare for no credit, and community outreach programs in various urban locations are some examples of the university's new marketing approach.

> And, also significantly, the university recently contracted with an advertising agency on a'voluntary' basis to help coordinate the selling of education.

I suspect that this expression of concern will be viewed as mild, compared with those which will appear as continuing education grows and becomes an increasingly larger part of the total post-secondary education effort.

A variety of models and processes for coordinating continuing education are possible. None of them may be particularly appealing to the institutions to be affected by coordination. Resistance to coordination may be in the short-range interests of a few institutions. It is not in the long-range interests of any institution nor of the people to be served. I suggest that all institutions not only should avoid the temptation to resist coordination, but that they should actively seek and support coordination by the appropriate agency in each state.

What a tragedy it would be if we missed the opportunity before us because institutions yielded to the temptation to resist coordination and sought to serve their own needs through unwarranted competition.

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I urge you to meet the challenge by resisting temptation and fulfilling the opportunity.

Senator MONDALE. Our next witness is Dr. Harold Hodgkinson, Director of the National Institute of Education.

If you will proceed.

STATEMENT OF DR. HAROLD HODGKINSON, DIRECTOR, NATIONAL INSTITUTE OF EDUCATION, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE, ACCOMPANIED BY RICHARD A. HASTINGS, DEPUTY ASSISTANT

Mr. HODGKINSON. Mr. Chairman and members of the committee, I very much appreciate your invitation to come before the committee today to discuss S. 2497, dealing with lifetime learning programs.

When students leave school and enter what some educators call the afterlife, we tend to assume that their need for education has finished. However, when asked, adults say they want and need more education in the areas of personal, social, and career development.

According to some research, 13 million adults would return to some kind of education if information tomorrow on programs were made available to them. Another 26 million indicate that they would be interested in further education, but would need some counseling, as well as information about the programs.

In addition, many adults in the United States exhibit educational needs that need not require conventional instruction. A California study, for example, showed that 21 percent of the adults interviewed wanted to assess their personal competencies and personal growth potential. Another 28 percent wanted to test their strengths and skills in a variety of subjects, and 20 percent expressed the need for personal counseling. This last percentage is impressive as it was compiled through the use of face-to-face interviews.

As you know, education is extremely sensitive to age fluctuations in the American population. This is due primarily to our "head-count" method of funding educational systems from kindergarten through graduate school. The country is presently in a birth rate decline, and the resulting decline in student-age population will greatly impact postsecondary education in the 1980's. By that time, the number of students in postsecondary schools will have dropped significantly.

Another important aspect of the lowering birth rate is the source in the American social structure in which this decline appears. The decline shows up primarily in Caucasian and middle-class families. Minority birth rates have remained constant throughout the past years. The decline in birth rates and shift in the background of persons attending school carries important implications for the educational system's future responsiveness.

In response to these needs, more American adults—those over 21 years of age—are making very heavy use of the existing higher education system. For example, a wealth of new kinds of educational resources is emerging. A bewildering variety of postsecondary learning programs, especially, from business and industry, are now being offered. IBM, for example, is now the world's largest college. The Arthur D. Little Corp., another example, has been authorized by the State of Massachusetts to offer an M.B.A. degree.

In Syracuse, N.Y., access has been provided in a six-county area to a vast array of educationally related activities, from museums and newspapers to churches and theaters, as well as to colleges and universities. In the Los Angeles Basin, a voluntary consortium of a large number of educationally related agencies, and social welfare groups have banded together to provide common access to all their programs, along with institutions of higher education, from community colleges to universities. Closer to home is the George Washington University masters program on the Hill for people who work with the Congress, and the Graduate School run by the Department of Agriculture.

I would also like to note that several kinds of technology can play a major role in the delivery of instruction to new audiences. Satellite programs in Appalachia, Alaska, and the Rocky Mountain States can reach large numbers of people in relatively economical ways. Also, the University of Mid-America, a television delivery open university model, funded by the NIE, has the capacity to deliver instruction to millions of mid-American adults now being reached.

One of the major problems of lifetime learning programs is how to meet the educational needs of the real "new student," those for whom education has not proven to be a useful resource. The community college movement has proven to be most helpful in providing access to many new programs, though there are still many more adults than would be served by a variety of other educational services.

There are two additional difficulties with providing lifetime learning, which I would like to bring to your attention. First, we know almost nothing about the lives of learners. For example, we do not know what are the normal developmental patterns of adulthood, their common problems, the most beneficial development tasks, and so forth. This is an area in which good research has just begun. This research is necessary if we are to truly understand the adult learner and therefore the concept of lifetime learning as it relates to curriculum, teaching styles, a wide mixture of ages in instructional settings, and other factors.

Second, lifetime learning programs will demand a kind of personal, social, and vocational counseling that simply does not currently exist in this country. It is not yet clear who should train such a force, nor is it clear how they should be employed and deployed. I would like to note, here that several States are now experimenting with some rather radical models of deploying such counselors in settings where adults normally "wait," such as in hospital reception areas, banks, and social service agencies.

With regard to the bill S. 2497, the administration cannot support the proposal. The bill confuses the responsibilities of the Office of Education and the NIE by adding a research program to the Office of Education. It authorizes services that can and are now provided by Federal agencies, as well as by local, State, and regional organizations within existing authorizations.

Accordingly, with the great interest expressed by the public, combined with the excess capacity in the educational sector, we believe that the private and non-Federal sectors have adequate resources to meet these emerging needs.

If you have any questions regarding my testimony, I will be most happy to answer them.

Senator MONDALE. Thank you very much, Dr. Hodgkinson, for a very fine statement.

Am I correct that before statements are sent to the Congress, they are cleared by OMB?

Mr. HODGKINSON. Yes, sir.

Senator MONDALE. Thank you.

What is lifetime learning? How does it differ from other terms that we heard such as recurring education, adult education, continuing education, and career education?

Mr. HODGKINSON. There is no satisfactory single term. It covers a vast array of new kinds of educational initiatives that began not only in America but in most of the countries in the Western World.

I am just back, for example, from a trip to Paris to be the American delegate to the Council on Educational Research and Innovation. Twenty-eight of thirty nations have considerably expanded the access to all kinds of further education for adults within those nations. They all use different terms, but the basic message is the same, and the message is as Thomas Jefferson conveyed when he began his plans for education for the State of Virginia, and that is that every citizen should have the right to education throughout their lives. That is a basic tenet that I think all of the definitions should subscribe to.

Senator MONDALE. There are many opinions about the so-called state of the art of the lifetime learning movement. Some say it is a brand-new idea requiring extensive research for implementation. Others suggest we know what it is, and what is then needed is more support for programs.

As one of the key people in this field, what do you think?

Mr. HODGKINSON. There is a very good summary of the issues and the progress to date in a book called "Designing Diversity '75," and I will be happy to make a copy available to your staff if you would like. I think the entire set of issues and the research on what we now know is fairly well outlined in that publication.

I will have to say that I think many other nations are more advanced in this particular area than we are.

Senator MONDALE. Could you give us your conclusion as to this research versus implementation argument that we hear?

Mr. HODGKINSON. As I tried to indicate in my statement, there are one or two areas where I think some basic research is needed and, again, in this summary you will find two or three examples of the need for more knowledge about how adults develop, what are the tasks that occur at certain given periods; and on the charts that I brought today, there is one particular reference to the problem of ages 39 to 43. This is called "middlesense" in my terminology. All kinds of things happen at that crucial stage. Career decisions get changed, alcoholism rates go up, the divorce rates go up, many things happen. We know nothing about what brings those changes on but we do know that it is a very difficult time in American adult life.

Knowledge of that sort will help us in planning educational programs that will meet the needs of people as they go through various life stages. That research has not yet been done.

Senator MONDALE. So it depends on what you were talking about. Some things we know quite well and implementation is the issue. In other places it is research and research may help us with continuing this interplay between the two.

Mr. HODGKINSON. Yes.

If I could just speak a word on that. There is one thing that does concern me about the movement, and that is that in many cases we are applying conventional teaching strategies to reach adults whose learning styles and learning strategy may be quite different and I think we need to look more carefully in the way in which we present material to adults compared with the way in which they are prepared to learn.

I was interested in the previous comment about achievement among adults because adults do not seem to like to take time to take tests too well. If you give them enough time their performance levels are good indeed but they are not used to being told that you have got 30 minutes as is the high school graduate who knows how to deal with a 30-minute test, answer the questions they know first and then go back and pick up the others.

Some of that is just experience, but I am concerned that we are being conventional in our college course to people who may have a very different way of learning and we do not know much about the styles of the adult learning.

Senator MONDALE. What have you alluded to just a minute ago about the experience of other countries in this field?

Mr. HODGKINSON. There is a report about 4 years old by the 4-A Commission that went at this particular problem with some detail and it was quite clear the Scandinavian countries have about 12 to 15 years' experience with this kind of approach and the notion of a school for all ages. In Denmark, for example, this goes back to Bishop Gruntley over a hundred years ago and so I think most of the Western nations—I would include, for example, China, although it is not in that category—have moved quite far forward in bringing a merger of the institutions that are supposed to be educational as the main function with other institutions that have educational functions. I think this is a very common pattern.

We, however, are the only nation that I can think of that attended the Surrey Conference in which the tendency was to segregate people by age in their living arrangements as strongly as it is in the United States. If you look at the American population, there are levels specified by race, by social class and by age. There are portions of Arizona and Florida and California in which the average age of the population is 55.

We set up housing arrangements beginning with Levittown after World War II with a very small chunk of the age population represented. It is another relative American characteristic to homogenize housing units and by looking at some of the experiences reported earlier today where institutions like Western Washington State College which has an experimental unit called Fairhaven, two of the eight dormitories were given up to 55- to 60-year-old students and the kind of experience that provides is really quite striking and I think if anything the 18- to 21-year-olds are learning as much.

Senator MONDALE. How do these other countries finance their programs?

Mr. HODGKINSON. Most of the other countries of course have a centralized Ministry of Education, and thus the arrangement can be easily handled top down. It is no pluralistic system which involves participation at all levels. It is based on the system of government.

Senator **Mondale**. But would it be the central government financing many of these programs?

Mr. **Hodgkinson**. Almost entirely, because there is no other source.

Senator **Mondale**. Do they have worker-employee contributions?

Mr. **Hodgkinson**. Yes.

Senator **Mondale**. By statute?

Mr. **Hodgkinson**. Usually by statute and these are almost considered now to be worker rights—after a number of years you are entitled to what in Scandinavia is referred to as worker sabbatical and you are then able to go back to school or do a number of other things.

Senator **Mondale**. How much time do they give them?

Mr. **Hodgkinson**. I think the norm is about 6 months.

Senator **Mondale**. Maybe we could have that sabbatical come about the time your statistics indicate people are getting in trouble so they could sort of make a career review and adjustment.

Mr. **Hodgkinson**. On the other hand maybe having too much time on their hands might be just the wrong thing to do there. We really do not know the answer to that. I am very concerned about that specific problem because I see a large number of people who are in very serious trouble during those years and there seems to be no agency that can seem to understand the problem.

Senator **Mondale**. We will be submitting more questions to you for the record, Mr. Hodgkinson.

I was wondering if there would be any way to get OMB to ever favor anything. Just try it once and see what would happen.

Mr. **Hodgkinson**. I am a native of Minnesota, sir. I lived in the State for 22 years.

Senator **Mondale**. I have been very careful not to be critical of you because I just——

Mr. **Hodgkinson**. I am not sure if the fifth amendment is appropriate here, but I cannot answer your question.

Senator **Mondale**. Yes, I know that.

Mr. **Hastings**. I have something to suggest that you might propose. They would undoubtedly adopt anything you want to repeal.

Senator **Mondale**. Well, we are going to try to repeal the idea of support to Angola and that type of thing.

Mr. **Hastings**. I only speak for education.

Senator **Mondale**. I often say it would be nice if you could get the Secretary of Defense and the Secretary of HEW just to swap for a while—every time Defense come in they want more and every time HEW comes in they want less. But, that is a bigger issue.

Thank you very much.

Our next panel consists of Stephen K. Bailey, vice president of the American Council on Education; Jim Dorland, Coalition of Adult Education Organizations, and we have others here from the federation, and Dr. Norman Kurland, director, study of adult education, New York State Education Department. We would be very pleased to have these witnesses with us today. We will try to maintain the same 5-minute rule, if you do not mind. And your full statements will appear in the record.

So let us begin with Mr. Bailey.

STATEMENT OF STEPHEN K. BAILEY, VICE PRESIDENT, AMERICAN COUNCIL ON EDUCATION; JIM DORLAND, COALITION OF ADULT EDUCATION ORGANIZATIONS, WASHINGTON, D.C.; AND DR. NORMAN D. KURLAND, DIRECTOR, STUDY OF ADULT EDUCATION, NEW YORK STATE EDUCATION DEPARTMENT, A PANEL

Mr. BAILEY. Mr. Chairman and members of the subcommittee, the American Council on Education is most grateful for your leadership in stimulating interest in lifelong learning. Others will speak to the details of legislative language in your significant bill. I wish only to make a few very general statements about the reasons why lifelong learning has become such an important frontier of public policy.

Contemporary Americans are prone to overlook one of the most startling changes in human history. Barring natural or manmade catastrophies, most Americans born in the latter half of the 20th century, if they take even reasonably good care of themselves, will live substantially beyond the Biblically allotted years of threescore and ten. Medical breakthroughs, especially in the treatment of heart disease, circulatory disorders, and cancer, are beginning to extend expectations of life well beyond the actuarial calculations that have dominated most of this century in the Western World.

However brief this candle of life may seem when viewed by the eye of eternity, a lifespan of 75 to 80 years involves 650,000 or 700,000 hours of being, which is a lot of hours although not necessarily a lot of being. Even if sleep is deducted, something like a half million waking hours will be experienced by most Americans over their lifespans.

In the United States, the average lifespan has nearly doubled since 1900, and older people have greater energy for longer periods of time. At the same time that these changes in life expectations have occurred, weekly hours spent working on the job have been virtually cut in two, and claims for job opportunities have increased manyfold. In a soft economy, alas, jobs are frequently unavailable for both young and old, and many jobs are spiritually deadening in their repetitiveness and dullness.

In such a world, two goals of public policy seem to me paramount. First, to create a full employment economy so that there is useful work available for all those seeking it; second, to create and to broker educational opportunities for people of all ages. Some of these lifelong educational opportunities—or perhaps more appropriately, long-life educational opportunities—should be addressed to preparing people for the world of paid employment. This must include, in addition to pre-entry education, on-the-job training for upgrading skills, and off-the-job training for new careers.

But in a world of life expectations that involve less than a quarter of a person's waking hours on the job, long-life education must surely be devoted to other human needs as well. It must be directed at mastering the daily frustrations of coping with modern technology, with family problems, with health problems, with the life-stages and philosophical dilemmas of existence. It must be directed at overcoming the boredom and fretfulness that occupies so much of the world of the free self for so many people.

Whatever satisfactions are associated with modern television and radio, and with frenetic diversions like stock car racing, porno movies, and often crippling contact sports, a steady diet of violence and inanities can be brutalizing and degrading. For those who wish to cultivate more lasting satisfactions, continuing education, and lifelong learning are surely the only basic answers.

Finally, the public life of this Nation is in critical shape. We are in danger of creating a cynical citizenry that would rather carp than participate, that lacks the knowledge to hold politicians and officials effectively accountable, and that may be increasingly ready to follow "great simplifiers" who promise to relieve people of the anxieties and ambiguities of freedom. Without a special effort to provide the American people with long-life education in both the subject matter and the procedural arts of policy making, our Bicentennial may mark the close rather than a new beginning of the American commonwealth—at least as a free society.

Increasingly, our schools, colleges, and universities are becoming involved in long-life education. But they are only a part of the educational system. We, in America, are blessed with myriad educative instruments: Mass media, journals of opinion, books, museums, performing arts centers, summer camps, churches and synagogues, learned professionals in a variety of fields, families, industries, unions. Long-life education must involve all of these—separately and in collaboration with our schools, colleges, and universities. What the society needs is a series of educational brokering services—adolescent and adult educational counseling agents and agencies—that can serve to relate the emerging demands for long-life education to the rich diversity of educative instruments and programs available in the American Commonwealth.

Unless a new emphasis is placed on education as a lifelong pursuit, I doubt that our society will be capable of renewing itself, of redressing the grievances that presently distress its soul.

On the other hand, a society devoted to the twin goals of full employment and lifelong education could be a blessing to itself, and an example for all future generations.

Senator MONDALE. Thank you Mr. Bailey, for an excellent statement.

Mr. Dorland.

Mr. DORLAND. Mr. Chairman and members of the subcommittee, thank you for permitting us to be with you today to discuss the Lifetime Learning Act, S. 2497. I am appearing before you not in my usual role as executive director of the National Association for Public Continuing and Adult Education (NAPCAE), but in a broader capacity as president of the Coalition of Adult Education Organizations (CAEO). I am accompanied by Charles Wood, chairman of CAEO's legislative committee and executive director of the Adult Education Association of the U.S.A., and by Lloyd Davis, the recently named executive director of the National University Extension Association (NUEA) and a member of CAEO's board of directors. More importantly, we come before you as representatives of what we feel is America's most exciting and rapidly growing movement, adult and continuing education.

The Coalition of Adult Education Organizations is comprised of 17 national organizations which have jointly recognized the need for closer cooperation and cordination in order to strengthen and give direction to the adult education movement. Among the activities which are designed to carry out its overall purpose, the Coalition studies legislative proposals affecting adult and continuing education and joins with other public or private groups in support of, or opposition to, such legislation.

It is in keeping with that reason for our existence that we appear here today in support of the fundamental concept of the Lifetime Learning Act which is to encourage the programs that are spelled out in section 151 of S. 2497.

At a December 4-5 meeting of the CAEO board of directors, the proposed Lifetime Learning Act was discussed in some detail. In the past week since we were notified about today's hearings, the member organizations of the Coalition have been notified and given the opportunity to submit statements of their views for inclusion in the record of the hearings. Those written statements will undoubtedly demonstrate the heterogeneity of purpose and interest of our members, and my statement today is for the purpose of representing the Coalition's interest broadly.

Let me speak first to the need for the type of legislation which was introduced by Senator Mondale in the Lifetime Learning Act. One of the activities which is mentioned in the proposed legislation is to "identify, collect, and make available to the public information regarding existing lifetime learning programs carried out or assisted by any department or agency of the Federal Government."

I would commend that as being a laudable but limited purpose. In my opinion, what is needed in addition to that is for some sort of functional linking mechanism to be developed among the various Federal educational programs which are designed to help meet the educational needs of adults. One of the ironies is that as interest and participation in adult education has flourished and grown dramatically, there has been a corresponding increase in the development of a number of programs which have been categorical in nature and which are generally isolated from each other.

For example, just one department—the Department of Health, Education, and Welfare—has a wide variety of adult education programs scattered throughout such major agencies as the Office of Education, the National Institute of Education, the Office of Human Development, the Public Health Service, the Health Resources Administration, National Institute of Health, Social and Rehabilitation Service, the Social Security Administration, and their various sub units. In addition to HEW, there are other Federal Departments and independent agencies, almost all of which make a substantial financial commitment to some aspect of lifetime learning. There are more than 50 federally-funded adult education programs for adults having less than a high school education. My point is that we are already making a sizable Federal investment in continuing education, but for the most part the efforts are fragmented and largely uncoordinated. To the extent which Senator Mondale's bill, or any other proposed legislation, might bring some sense of order to this situation, we will be most supportive.

The size of the potential market for services provided by programs of continuing and adult education has been the focus of a number of different studies and publications. Time precludes my going into any detail of the findings here other than to mention for reference two publications which can provide meaningful information for decision-makers: "A Target Population," by the National Advisory Council on Adult Education, and "Financing Part-time Students", a report issued last year by the American Council on Education, which makes the point that part-time students represent the new majority in post-secondary education.

Furthermore, the concept of lifetime—or lifelong—learning is so broad and potentially inclusive that we have really done little more than give lip service to the need which appears to exist rather than to look systematically at the wide range of programs and services which could fall under that rubric and to consider the cost factors that are involved.

Obviously, this must be done before we proceed very far into future planning for lifetime learning.

However, there are several observations we can make with certainty. One is that no matter how many people are now involved in programs of continuing education, this is an audience that is bound to get larger. Another is that to date, many of the most popular programs have been heavily oriented toward job-related activities. In the past our tendency has been to provide programs and services to particular people to solve a particular problem. To date, there has been little or no Federal or State effort directed toward regular people who need regular educational services. Whether we wish to serve this audience with Government-subsidized programs is a philosophical consideration which must be worked out by policymakers at various levels.

However, we do know that for the most part, adult education services are now being paid for largely by the customer, the adult student. We feel strongly that those programs which are clearly in the public interest are deserving of public support.

In my role as a general spokesman today for a number of organizations, it is difficult for me to be for or against specific parts of the proposed legislation. However, let me say that I hope this bill will be the subject of considerable additional discussion and modification before it is enacted into law. Whether the creation of a Federal office with jurisdiction over lifetime learning is the correct direction in which to go is difficult to assess. Whether we can hope to make a significant impact on the broad area of lifetime learning with the relatively modest appropriations which are authorized in the Lifetime Learning Act is highly problematical, but we have to begin at some point.

I can assure you that lifetime learning should and could be more than a concept on the drawing board. We would much rather think of it as an idea for a way of life whose time has come. Adult educators across the country are grateful that this subcommittee is looking carefully at lifetime learning and that Senator Mondale has drafted a bill which can serve as a basis for considerable additional discussion as to what should be the appropriate comprehensive legislation through which we could begin to implement the concept of lifetime learning.

The Coalition of Adult Education organizations and its member organizations have a high stake in the ultimate fate of this legislation. We pledge our cooperation with this subcommittee in any appropriate manner throughout the legislative process. On behalf of adult educators across the country, I thank you for hearing our testimony today.

Senator **MONDALE.** Thank you very much.

We were hoping to shape this legislation as an amendment to the higher education bill and the longer I have been around, the more I am convinced you have to put these kinds of amendments on a wagon that is going to go through the valley, such as the omnibus education bill we are considered now.

We appreciate your help and any time later when you have comments or suggestions that you would like to bring to us from your members, please let us know.

Mr. **DORLAND.** In conclusion, let me say that the coalition will be delighted to work with you in the future in putting this spotlight on lifetime learning.

Senator **MONDALE.** Thank you very much.

Dr. Norman Kurland, director, study of adult education, New York State Education Department.

Mr. **KURLAND.** Thank you, Senator Mondale.

Before I read my prepared remarks that you have before you I would like to say a word about a meeting that I attended yesterday in New York City which bears on the comments made earlier by Senator Javits. It was a conference on work and education attended by New York City labor leaders. The theme of the conference was the growing importance of increased educational opportunities for workers of all ages, employed, and especially unemployed. One objective of the legislation that you are considering today should be to promote new relationships between the worlds of work and education.

As you know, the New York State Education Department, the administrative agency of the regents, has the responsibility for coordination, supervision, and evaluation of this broad spectrum of institutions and educational activities. This makes the department a particularly appropriate agency from which to survey the requirements for lifetime learning in our society. This was one of the reasons that Commissioner Nyquist, in July 1974, created the study that I direct, using funds from ESEA, title V, now title IV, part C.

During this hearing you will hear from others, I am sure, about the evidence of need for increased opportunities for adults. You will hear about the many programs that now serve adults and of the variety of institutions which offer those programs. The perspective that I want to bring to you, in these few minutes, is that of a person without administrative responsibility in the field of adult education, who has had 1½ years to take a look at the learning needs of adults in our society and the way those needs are now, and should in the future, be met. What I am about to say is based on certain broad generalizations about lifetime learning that we made after the first 9 months of our study. These were summarized in a progress report which is appended to this statement.

One of the main points we made in that report was that increased adult participation in education is not something that is going to happen in the future—it is happening now, at least in part, because of the large number of programs now supported by the Federal Government.

If this is the case, why then is there need for additional legislation at this time? There are at least two reasons. The first is that most of those who now participate tend to be better educated and have higher incomes than those who do not. Thus there is a danger that inequities of educational opportunity will be perpetuated throughout lifetime unless deliberate action is taken.

The second reason for acting now is that a fundamental change is beginning to take place in our conception about the place of education in the lives of adults. In the past, education was conceived primarily as a developmental activity—necessary to help the young develop into mature adults, but no longer necessary once one had acquired life skills and an established place in society. An adult who did need education was thought to be, in some ways, immature and, therefore, appropriately educated, for the most part, in ways that have been developed for the young and immature.

Now we are increasingly coming to realize that development is an ongoing process that continues throughout life. Adults not only grow older, they continue to develop and to experience changing needs as they go through life's stages. Education, therefore, becomes an appropriate and necessary adult activity—necessary for the continuing development and maturing of the individual.

The full implications of this new conception of education are just beginning to be realized. That is why it is timely for the Congress to act now while the transformation from an older to a newer conception of adult education is taking place. You can give expression to a national commitment to lifetime learning and provide a focal point in the Federal Government for all of the explorations that must occur to give substance to that commitment. By acting now, you can help unite those who have an interest in service to adult students and thus prevent an undue proliferation of programs that waste resources and open the way to improper practices. By acting now, you can, through the provision of modest resources, provide for a thorough examination of alternative directions before there is a commitment of larger resources.

By acting now, you may even help bring about an orderly transition from a youth-oriented educational system to one that is age-neutral in such a way that the educational needs of all age groups can be met without as great an increase of resources as may at first seem necessary.

While no one can say for certain what will be required in the future, the broad outlines of what is likely to be required are already beginning to emerge.

The future—recognition of the mature student: First, any future arrangements must give full recognition to the fact that most of the adults who will be involved in education are mature individuals who can take responsibility for their own decisions. There is no valid basis for treating learning adults like children.

A major consequence of this perspective is that educational programs for adults can and should be deliberately designed to strengthen the capacity of individuals to take responsibility for their own lives. One of the most powerful arguments for more educational opportunities for adults is that educated adults can cope with life's problems and have lesser need for dependence on Government or external institutions. We are seeing the difficulties of compensating for the inadequacies of individuals through Government programs, whether this be in the field of health, housing, employment, or of life in retirement. Helping people to learn to cope with life's problems may, in the long run, be a far better solution for individuals and for society than massive deficiencies.

Another consequence of the fact that adults are mature is that they need less government intervention to secure the educational services that they require. This can already be seen in the figures on the growth of adult participation in recent years.

For example, according to the Census Bureau, the most dramatic increase in college enrollment in the 1970's has been among older students. Of the 9.9 million college students last fall, one million were 35 or older and the number of students, 25 or older, was up 25 percent over 1972. What the Federal Government can do is to insure equity of access to learning opportunities and protect students and institutions from fraudulent and unethical practices.

In our study, we have been examining alternatives for the financing of lifetime learning, including assistance to students through an entitlement approach, for which there is ample Federal precedent in the GI bill and BEOG. In examining the entitlement alternative, we have identified issues that must be addressed to determine its desirability and feasibility, issues such as: what effect entitlement would have on demand for education by differing age and income groups, on the behavior of providers of education, on the costs of education, and most importantly, on the benefits of education to the individual and society. It is issues such as these that could be examined with the funds provided in the legislation under consideration.

The future—flexibility and diversity: A second feature of any future arrangements is that they must preserve the flexibility and diversity that have been one of the strengths of adult education in the past. There is one sure way to predict what adults will require in the future or under what conditions future needs might best be met. As we give more attention to adult education, one thing that we must assiduously avoid is the creation of a "system" of adult education in which only certain institutions, methods, and outcomes are considered "legitimate." We must above all avoid replicating the Federal structure of rules, regulations, and requirements that is threatening to stifle traditional postsecondary education.

This threshold of an emergent development is the time to take thought to prevent the occurrence of arrangements that will divert energies and resources from the tasks of learning and teaching to the chores of administering and regulating.

States, localities and private and public agencies of all kinds now provide services to adults. Any future arrangements must build upon this foundation and encourage the increasing array of services to meet the diverse needs of the adult population.

If we are on the brink of a major new expansion in education, then the legislation you are considering can be a major force in shaping the expansion. Such direction is needed because there are now over 200 Federal programs that provide funds for the education of adults. Another program is not needed, but rather direction and the resources to systematically analyze and evaluate all of these programs as well as those supported by States, localities, and private agencies to determine how they might better serve future needs of individuals and society.

Meeting current critical needs:

While we are exploring the requirements of a new commitment to lifelong learning, we must not relax our efforts to meet critical needs that we do know now.

We know that there are millions of adults with less than the minimum levels of education required to function in our society. The Adult Education Act and the Community Service and Continuing Education provisions of the Higher Education Act—Title I—are designed to help meet the needs of this population.

Those programs should be continued and expanded. There are millions of adults who lack the skills needed to hold jobs. The Vocational Education Act and the manpower training programs designed to meet that need must be maintained and expanded, and new programs to link work and education must be devised both for those who are employed and those who are unemployed.

This is an opportune time also to undertake such an examination for another practical reason. We all know that this is not a time for major new commitments to education or any other major new social undertaking. While we await the time, hopefully not too far in the future, when America will be ready to undertake new initiatives, we can gather the information which will help decide what directions those initiatives will take.

FEATURES OF THE LEGISLATION

Mr. Chairman, I urge the passage of an act along the lines of the committee draft. The essential features of the legislation should be:

1. An affirmation of national policy that lifetime education opportunities be available "to all citizens without regard to previous education or training or consideration of sex, age, social or ethnic background or economic circumstances."

2. Direction to the administration to examine all aspects of lifetime education for the purpose of identifying barriers to access and unmet needs, and to report to the Congress, at a reasonably early date on findings, including needed legislative action. I might say, parenthetically, that when I call for studies, I am not thinking of vast new undertakings. What is needed rather is an assessment and pulling together of work already done. In our study we have found that a modest investment could produce useful results when the emphasis was on building on what others had already done.

3. Provision of funds now to train teachers and to develop instructional materials and supporting services such as informational and counseling services that meet the needs of broader clientele than is served by present programs.

To carry out the policy, the Assistant Secretary for Education should be charged to develop a coordinated program and to design an administrative structure that will be in keeping with the flexibility and diversity that are such key elements in adult programs.

It would make sense, as the draft proposes, to create an Office of Lifetime Learning to carry forward this charge. The legislation should make clear that the new office is intended to strengthen and support existing programs and offices in the USOE, NIE, FIPSE, and elsewhere, and to draw upon their resources and experience in accomplishing its charge.

In conclusion, and speaking from the perspective of a State education agency, I would urge that, in the review of existing programs, there be careful examination of the efforts of the States, particularly those that now have comprehensive programs. I would remind you again of the structure of governance in New York State that has enabled us to begin to respond to new patterns of lifetime learning. You and your staffs are invited to visit us in Albany to see some of the exciting new developments that are taking place.

Mr. Chairman, and members of the committee, I appreciate your courtesy in receiving this testimony and will be pleased to provide any additional information or respond to questions.

Thank you.

Senator MONDALE. Thank you, Dr. Kurland, and I want to thank you for the help you have given to the staff in developing this legislation.

[The prepared statement of Mr. Kurland follows:]

THE UNIVERSITY OF THE STATE OF NEW YORK
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April 7, 1975

Study of Adult Education
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Norman D. Kurland
Lucy T. Comly

TO: Persons Interested in Adult Education

FROM: Norman D. Kurland, Director - Study of Adult Education

SUBJECT: Study of Adult Education - Progress Report
(Study paper # 9)

I. Introduction

Last year Commissioner Nyquist, with the concurrence of the Board of Regents, initiated a study on "The Education of Adults in New York in the Last Quarter of the Twentieth Century." The Study began July 1, 1974.

The Commissioner initiated the study because of his awareness that the educational needs of adults are going to call for increasing attention in the years ahead. For one thing there are going to be more adults in our society than every before; they are going to be a large proportion of the total population; and they are going to live longer than any past generation. In addition, because of declining birth rates, educational institutions at all levels are taking a new look at the potential of adults as new clientele for education. SUNY now has a Provost for Lifelong Learning and CUNY has done a survey regarding its role in the education of adults.

Apart from demographic considerations, the education of adults calls for attention because the conditions in our society in the next quarter century are going to make demands on people that will tax to the fullest their spiritual, intellectual and emotional resources. The challenges are by now familiar: developing values to sustain the nation in its next century; coping with the political, economic and social consequences of the energy crisis; responding to technological changes that will, among other things, require many persons to change jobs and careers several times. These are but some of the challenges adults will face - challenges that no amount of education during youth can adequately prepare any of us to face. How can adult education help meet these challenges? What must our educational institutions do? What changes in State programs and policies might be required? These are the questions the Commissioner wanted to have studied.

Because of the importance and potential impact of such a study, the Commissioner might have proposed the creation of a Study Commission with a large staff and budget, and given it two years in which to report. He decided instead to assign the study as the sole responsibility of a single long-time Department staff member with a staff consisting of a single assistant and a secretary; with a modest budget; and with an initial charge to work for a year to draw together existant studies and wisdom, and to assess and prescribe the essential next steps. This report summarizes what has been done in the nine months since the study began.

II. What We Have Learned

Since the start of the Study we have met with groups and individuals - several hundred in all - in the State and outside, who are involved in some aspect of adult education. We have read innumerable books, reports, articles and papers, beginning with the Report on Adult Education done as part of a Regents' inquiry into the "Character and Cost of Public Education in the State of New York". That report was done in 1938 and it anticipated much that is now being discussed.

The past concern with the education of adults developed in a period when education was considered to be primarily an activity appropriate for the young. In this context adult education was thought of largely as making up for something missed while young or an "extension" or "continuing" of education begun in youth. This helps explain why the education of adults was undertaken by institutions whose primary mission was the education of youth; and it explains also why in these institutions adult education had a relatively low priority. As a further reflection of the view that adult education was not a matter of high importance, little public money was provided for adult education, with the exception of modest funding of programs in Americanization, basic education, high school equivalency, and manpower training.

Yet in spite of these limitations, adult education flourished in many places. A rich array of offerings was made available in an evident response to the needs of adults. Dedicated professional adult educators put together exciting programs, often in the face of indifference from the administrations of the organizations in which they worked.

The result is that today in New York we have an extensive educational service for adults. The traditional "providers" - school districts; Boards of Cooperative Educational Services; two and four-year colleges; universities; trade; technical, business and correspondence schools - have all been expanding their offerings to adults. The mass media, particularly television, are one of the most potent educating forces in our society. Professional sociecies in such areas as law, medicine, accounting and engineering provide for or encourage the continuing professional education of their members - indeed, some are pressing to make this a mandatory requirement for relicensing. Many employers, including government agencies and the military, provide or pay for the education of employees. Trade associations such as the American Banking Institute have large-scale programs. It may be, that more education is conducted by business and industry than by all of the other educating agencies combined. Labor unions have negotiated employee education benefits. The Cooperative Extension Service, with its network of field agents, provides an array of services to adults. Community organizations such as churches, Y's, Kiwanis, and the League of Women Voters, are additional sources. And, of course, the Education Department's Adult Basic Education, Proficiency Examination, External Degree and Library Independent Learner Programs are significant examples of its responsiveness.

The result is that there seems to be hardly a subject that someone is not studying -from acupuncture to zoology- or a setting which is not being used as a learning environment - from living room to commuter train - from classes offered before the work day begins to extended periods of on-campus study. People study to gain basic skills, to prepare for jobs or to get better jobs, and to earn credentials; they study for the sheer pleasure of learning and for such practical purposes as learning to repair their own cars or TV sets. Some people seem to spend every spare moment in study, others spend only a few hours a year in an organized learning activity; but there are apparently very few people who do not spend some time each year in planned learning activities - either self-directed or in courses.

Regional Projects funded by the Department with Higher Education Act Title I funds have been collecting valuable information on who is providing what to whom. They are also surveying both participants and non-participants to determine their needs and interests.

These and other surveys demonstrate that, in spite of the extensive number of programs available to adults, there are large numbers of adults who are not very well reached by the present adult education efforts - generally these are less educated, lower income, older, often unemployed, and disproportionately from minority groups. A recent report of the National Advisory Council on Adult Education, A Target Population in Adult Education, is only the most recent effort to make a forceful case for the relationship between low levels of school attainment and such other factors as high unemployment rates, low lifetime earnings, and lower occupational levels.

According to the 1970 census of the New York State population twenty-five years and older, 47 percent or nearly five million persons had less than high school completion. Of these, nearly 250,000 had no schooling. While many of these people are older, under present secondary school holding rates, approximately two million people will reach 25 years of age in the next 25 years without having completed high school. Added to this will be whatever migrants come into the State with less than high school completion.

Nothing that we have seen to date suggests that there will be significant reductions in the numbers of individuals with less than adequate levels of schooling without considerably greater efforts than those now under way. Yet in the next 25 years low levels of educational attainment will be an even greater personal, economic and social disability than in the past.

As a further indication of need, a 1972 survey by the Commission on Non-Traditional Studies indicated that nationally three-fourths of the population ages 18-60 would like to be learners and about 30% actually are. If these percentages hold for New York State, there are 6.75 million would-be adult learners and 2.7 million actual participants. Among the major reasons given for non-participation by would-be learners are cost, time, unwillingness to go full-time to school, home and job responsibilities, and lack of information and counseling.

This concern for non-participants in adult education is one of the reasons for the current examination of public policy in this area.

There is also a second reason for the considerable welling up of interest in the education of adults in the last few years. Hardly a week now goes by without a new book or study coming to us, usually with the word "lifelong" in the title. This current interest builds upon a long tradition of adult education, but it is looking at adult education from some new perspectives, perhaps best typified by the substitution of "lifelong" for "adult" as the adjective.

This perspective grows out of the recognition that adults have learning needs that are not the same as those of the young and that people learn throughout their lives, from the first moments of life until death. While much, perhaps most, learning takes place without formal instruction, learning at every age, not just from 6 to 22, can be facilitated by the provision of learning opportunities, including appropriate instruction. Coupled with this recognition is a growing body of research on adult development that suggests that adults do more than just grow older - they go through distinct developmental stages, each of which has an influence on learning needs and capabilities.

What this means in concrete terms is that, just as you don't teach teen-agers the same things in the same way as you do elementary school children, so you don't teach the middle aged the same things in the same way as you do college age youth. Providing for the learning needs of adults, then, is an activity with its own requirements and with an importance in its own right. It is not done best by persons or institutions whose primary concern and experience is with the education of the young.

Thus, while we have many adults participating in educational activities, they do so largely in institutions whose primary concerns are not with adults. What now appears to be emerging in response to a growing need are educational institutions and programs that are for adults or in which the education of adults is at least on a par with the other missions of the institution.

This development also rests on the conviction that continued access to learning opportunities is going to be essential for most adults to help them adjust to changing work requirements, to cope with a rapidly changing world, or to enrich their lives both during working years and during the long years after retirement. If education is an important need of most adults, then the issue of equality of opportunity arises here and this makes adult education a matter of public policy concern, if nothing else does.

We were led, therefore, to ask about the barriers to participation in education of adults who want and need education; or, to put it positively, what public policies and programs might serve to increase the participation of adults in learning activities most appropriate to their individual needs?

We began the examination of these questions in our Interim Report issued last December. There we identified five issues to be addressed: 1) Financing, 2) Information, 3) Counseling, 4) Adult Learning Goals and 5) The Role of the Media, particularly Television.

It should come as no surprise that the first matter that should be raised was financing. Early in the Study we began to notice that there was an approach to financing adult learning that was coming to be known as "entitlement". It involves giving to all eligible individuals an "entitlement" to a certain amount of education either in terms of time or dollars to be taken at times of an individual's own choosing from any of a broad range of eligible providers. If every adult has an entitlement and may use it for any approved educational activity, and if unused entitlement remains available to the individual throughout his life, then it becomes a basis for financing lifelong education.

Such an approach to financing education through the student is already familiar to all of us in the G.I. Bill. In recent years Congress has been moving more toward a student based system for financing higher education. Last month President Wharton of Michigan State University gave a major address at the annual conference of the American Association for Higher Education advocating an entitlement for postsecondary education. A poll of the membership of that same organization showed that 49 percent were in favor of channeling financial aid directly to students - and that from persons two-thirds of whom were administrators and the rest faculty of higher institutions!

Because of the interest in the entitlement concept, Commissioner Nyquist encouraged us to explore the idea in depth. This we have done with people both in New York State and outside, particularly in Washington. The results are reflected in several papers, one of which is at this moment the subject of study by a committee convened by the U.S. Office of Education to advise it on future policy for lifelong education. The latest paper was done in conjunction with a policy analysis of the entitlement concept being conducted by the National Institute of Education.

One of the major questions raised in connection with the entitlement, or any proposal for public financing of adult education, is why there should be any such financing. Are not most adults able to pay for the education they want and shouldn't they be expected to do so?

We have attempted to answer this question by providing a rationale for public support of the education of adults in another paper in which we also describe various ways to provide such support, including the entitlement.

The basic elements of the rationale are arguments based on equity and on what we have come to call an "age-neutral" education policy. Present educational financing is oriented toward the young. If there is a case for the importance of education at all ages, as we have briefly tried to suggest here, then there is a case for leaving to the individual the decision as to when he or she will take any public subsidy for education.

During our explorations we became aware that many adults who now participate in education have all or part of their expenses paid by their employers. Although many companies provide tuition assistance as an employee benefit and some unions have won such benefits through negotiations, we also found that the utilization rates of these benefits is very low - nationally around four percent!

The benefits available to UAW members alone are estimated to be worth potentially $200,000,000 a year but only some $2,000,000 is being used.

We are exploring the reasons for this situation and expect that we shall find an opportunity here for a State effort to capitalize on this rich vein of private resources. Both State and City Universities, for example, have already worked out an arrangement with the New York Telephone Company. There should be ways to stimulate other similar arrangements.

However, we can expect that, as the utilization rates of company programs go up, the pressures will increase for spreading the support through some form of public funding.

After financing, we found a concern with two closely related matters, information and counseling. Even where there is a rich array of offerings for adults, it is usually difficult for anyone to find out about all of the possibilities that might meet his needs. A better information system could increase the use of present resources as well as help institutions identify unmet needs.

In addition, many adults are not sure just what their learning needs are or where they might best go to get help. A number of efforts have been undertaken in recent years to meet this need, including the Syracuse Regional Learning Service initiated by former Regent Stephen Bailey, the Adult Independent Learner Project, a national effort in which our State Library System is heavily involved, and the External Degree's volunteer counseling program.

We examined the issues involved in providing information and counseling services to adults in another paper. It served as the basis for a small workshop convened by us last week out of which came the following major observations and recommendations:

There was strong affirmation of the need by adults and by agencies serving adults for current, easily available information on all forms of educational opportunities and community services.

There was equally strong affirmation that simply collecting information was not enough. It has to be kept current, it must be available in convenient locations, and there must be trained individuals available to help people use the information. This is particularly true for those who are not regular participants in education. Institutions should be encouraged to make special outreach efforts to such populations. Making such information available, it was urged, would do more immediately to increase the utilization of existing resources and increase participation than any other single step that might be taken.

With modest funding, probably much of it currently available in various programs, regional resource collection information services could be supported. The information should be made available in an inexpensive format largely through existing agencies such as schools, BOCES, colleges and public libraries.

The group also noted the need for augmented counseling services to help individuals who need more than information in order to make decisions about their own career and educational plans.

However, it is not yet clear how these services can be provided on the required scale at a cost that can be supported. It was urged that the experience of institutionally based projects like the various adult counseling centers in school districts, BOCES, community colleges and colleges be compared with such "free-standing" community-based services as the Syracuse Regional Learning Service and with services provided by public libraries. The State should be prepared at some point to make an increased investment in educational and career counseling services for adults b. it should do so on a basis that will insure that quality services can be provided.

We shall be examining these and other suggestions that came from the workshop and, in collaboration with other units in the Department, develop specific proposals for action.

Integrally entwined in every discussion of financing, information and counseling are such issues as eligibility, approval authority and procedures, credentialing, quality control, consumer protection, staff competencies, and coordination among all of the agencies involved. Although we can just mention these issues here, each of them is going to be of critical concern as opportunities for lifelong education expand in number and variety. Each of them will require decisions by the Board of Regents and some may require legislation. There will be recommendations for consideration from us and others in the Department.

In our Interim Report we identifed two other areas that the Commissioner thought should be given attention. The first of these is an area that we called "Adult Learning Goals". We have only thus far been able to begin initial probes into this subject, but already we have exposed a fascinating body of work on adult development that promises in the future to help greatly in understanding how best to meet the learning needs of adults. The implications for retirement and the years immediately preceding it may have profound significance for the quality of life of that growing segment of our population, as well as showing us how to tap a sadly neglected source of human and economic potential.

Embeded in the concern for adult learning goals is the issue of the educational requirements for the relicensing of professionals, a matter that is under study by another unit of the Department.

The final issue that we identified for attention is the "Role of Media, Particularly Television" in the education of adults. Any comprehensive examination of education for the future must take into account the powerful actual and potential influence of the media, including both public and commerical television. Just what the roles of public educational authorities in this area should be and how they should exercise those roles are other matters on which we plan to develop recommendations.

Senator **Mondale**. Now, I have some interesting news. The leadership has called and said we are meeting illegally. We have a rule of the Senate that committees cannot meet when the Senate is in session except upon unanimous consent, and that unanimous consent has not been granted. So the leadership has called to ask us to terminate this meeting. So we will.

We apologize to those who were to follow. I apologize but there is nothing we can do about it. If you will submit your statements they will appear in the record in full and questions will be submitted to you by mail and we will give you a month to answer the questions and all of that will be made a part of the record. I am sorry we have to do this.

We thank you very much.

[Whereupon, at 11:45 a.m., the subcommittee recessed to reconvene, subject to the call of the Chair.]

APPENDIX

I. Additional Statements Submitted to the Subcommittee

STATEMENT
of the
AMERICAN FEDERATION OF TEACHERS, AFL-CIO
before the
SUBCOMMITTEE ON EDUCATION
of the
SENATE COMMITTEE ON LABOR AND PUBLIC WELFARE

December 18, 1975

I am Marilyn Rauth, Assistant Research Director of the American Federation of Teachers, AFL-CIO. Our union represents over 460,000 teachers, paraprofessionals, and other educational workers throughout the country. We welcome this opportunity to offer comments in support of the need for lifelong learning which, you may know, is the basis of AFT's national Educare program.

The United States has progressed a long way over the last 150 years from a time when education was a privilege of only the wealthy to an era in which elementary and secondary educational opportunities exist for all. With funds provided by local, state and federal governments, our public education system has expanded to include between 50 and 60 million students in fulltime learning programs from kindergarten through the postsecondary level. At least seven million students are enrolled in formal programs at these levels in private schools. In addition, the National Center for Educational Statistics (NCES) reports 15,734,000 participants in 1973 in adult education which includes among its instructional sources primarily public or private schools, college or university part-time programs, job training, correspondence courses, community organizations and tutors or private instructors. This 15 million represents one in every eight adults.

This country has many accomplishments in providing education for its citizenry of which it can be quite proud. Yet, in the absence of a total commitment to education, there remain many inadequacies.

Early Childhood Development

Despite numerous studies detailing the crucial nature of the preschool years to children's social, emotional, physical and intellectual development and statistics showing an ever-increasing number of working parents, comprehensive developmental programs for young children are extremely rare. The U.S. Census Bureau reported that in 1973 only 34 percent of four-year-olds and 14 percent of three-year-olds were enrolled in preschool programs. Of these, 70 percent attend non-public programs which generally are unregulated or have minimal standards.

School Dropouts

School dropouts represent a second neglected body within our society. NCES estimates that in 1974, 900,000 students failed to graduate with their class. There are nearly 756,000 14- and 15-year-olds holding fulltime jobs in the labor force. The government, however, has not provided funds of any significance to establish alternative school programs to meet the needs of potential and actual dropouts. In 1970, the population of the United States was 203 million. Within that population, approximately one-fourth of all persons 16 years of age and older had less than the completion of secondary education. Fifty percent of these adults who have not subsequently enrolled in school have an annual income of less than $4,999. In 1972 a report for the Select Committee on Equal Educational Opportunity entitled "The Effects of Dropping Out" made the following findings:

> 1. The failure to attain a minimum of high school completion among the population of males 25-34 years of age in 1969 was estimated to cost the Nation:
>
> - $237 billion in income over the lifetime of these men; and,

- $71 billion in foregone government revenues of which about $47 billion would have been added to the Federal Treasury and $24 billion to the coffers of State and local governments.

2. In contrast, the probable costs of having provided a minimum of high school completion for this group of men was estimated to be about $40 billion.

- Thus, the sacrifice in national income from inadequate education among 25-34-year-old males was about $200 billion greater than the investment required to alleviate this condition.
- Each dollar of social investment for this purpose would have generated about $6 of national income over the lifetime of this group of men.
- The government revenues generated by this investment would have exceeded government expenditures by over $30 billion.

3. Welfare expenditures attributable to inadequate education are estimated to be about $3 billion *each year* and are probably increasing over time.

4. The costs to the Nation of crime that is related to inadequate education appears to be about $3 billion *a year* and rising.

5. Inadequate education also inflicts burdens on the Nation in the form of reduced political participation and intergenerational mobility, as well as higher incidence of disease. It is difficult to attempt any monetary estimate of these costs.

Though we have been aware of these facts for at least three years, no action has been taken.

Career Training and Retraining

Rapid changes in technology produce yet another problem. As technology progresses, jobs become obsolete at an increasingly greater pace. It, therefore, becomes more and more difficult to prepare for an unknown future. Even within stable professions and occupations, knowledge expands so rapidly that continual training is necessary to maintain competence. Though in recent years the federal and state governments have assumed greater responsibility for career training and retraining programs, need still exceeds availability. Most current programs prepare people for low-skill occupations, many of which will cease to exist as a result of mechanization. Little, if any, attention has been given to skilled and professional job training needs, though these are projected as the expanding labor forces. The 1960 census, for example, showed only about 41 percent of all jobs were white collar; by the 1970 census, this figure had risen to 48 percent. On the other side of the coin, rising unemployment has forced many skilled and professional workers, as well as others, out of their jobs with no recourse to retraining. While the government must be held accountable for its failure to deal with unemployment, it must also be faulted for its insensitivity to the problems faced by the unemployed.

Increased Leisure Time

Technology has a second effect on the need for lifelong learning. As noted, jobs are changing under the influence of technological advances, in many cases requiring less time to perform given tasks. This, coupled with the fact that the labor force is increasing (e.g., from 1950 to 1973 women's participation doubled from 22 to 44 percent), has caused many companies and industries to go to shorter work days or a four-day week or to provide incentives for early retirement. The result is an increase in leisure time during working years and a larger and younger group of retired persons. The availability of learning opportunities will have great effect upon the productivity and worth of people's increased amount of leisure time.

The Elderly

In the list of the neglected, senior citizens will be found among those at the top. Again, the need has been ignored. Replacement of the extended family with the nuclear family has left many of our older citizens alone and idle. We have approximately 22 million people over 65. More than half the couples over 65 have annual incomes below $5,000. Half of the singles over this age have incomes below $2,000; one-third of the singles have incomes below $1,500. The elderly also are minimally educated. More than two-thirds of those over 75 have eight years or less of schooling. Twenty-three percent of those over 65 do not have a high school diploma. While only about a million elderly people live in nursing homes at any one time, most will spend some part of their aging years in these institutions. Few nursing homes offer educational programs. Though we have the means to make our older citizens' lives more vital by instilling new interests and abilities, a 1972 U.S. Office of Education study found that a mere 2.4 percent of people over 65 participated in adult education programs. Because of the meager income levels of this age group, any appreciable increase in their participation will be wholly dependent upon government funding.

Correctional Programs

For years there has been a great deal of rhetoric about the importance of education to rehabilitation programs. In federal prisons, according to the National Advisory Council on Adult Education, 16 percent of the newly committed have not finished high school. Up to 20 percent are functionally illiterate. Some funds for planning and implementing education programs in correctional institutions are available through adult basic education programs, Right to Read, the Comprehensive Employment and Training Act, the Veterans Administration and the Law Enforcement Assistance Administration. These funds, however, are limited and fall far short of enabling implementation of a national program of educational rehabilitation. To date, only six states have developed special correctional school districts: Arkansas, Connecticut, Illinois, New Jersey, Ohio and Texas. Some correction agencies are experimenting with adult basic education, vocational education and educational work-study release programs. But many states have yet to identify the role of education as a necessary part of the rehabilitation effort.

Hospitals

Additionally, many people are confined to hospitals for extended periods of time with little, if any, educational opportunities. Coupled with other disruptions in normal routines, lack of access to education can impede one's career or sense of self-worth. The NCES study of adult education activities in 1972 shows hospitals offer no general education courses.

Clearly, the time has come to recognize that learning is not, or at least, should not be, confined to a certain block of years. If this concept were to become a reality, the rewards would be a more vital, productive and healthier populace. Though such a commitment would involve an initial short-term expenditure, the previously mentioned figures reveal the long-term economic return to the country to be substantial. Past experience with the GI Bill of Rights bears this out, since the government eventually reclaimed from four to eight dollars for every dollar spent.

The proposed legislation being considered by this Subcommittee today is a first step toward realization of a comprehensive set of programs, supported by AFT, which would enable the country to meet the lifelong learning needs of all its citizens. The AFT believes this broader program must include:

1. Comprehensive child development programs for preschool children available on a universally accessible, voluntary basis under the presumed prime sponsorship of public schools;
2. Continued and increased support for public schools, kindergarten through twelfth grade, so that all might enjoy equal educational opportunities, including the exceptional child, the bilingual child, children from migrant families, the disadvantaged child, etc.;
3. Continued and increased support for higher education and implementation of open admissions and free or low tuitions;
4. Continued and increased support for adult and continuing education to be available through public and private non-profit agencies and organizations. The following educational programs and target populations should be included among adult education priorities:
    a. programs for those who drop out of school before or at the college level (those who made a wrong choice should not be condemned to failure but offered chances to drop back into school);
    b. career training and retraining programs available at all levels of skill and career experience;
    c. additional career ladder programs for women and minorities to augment affirmative action;
    d. programs for senior citizens and the increasing number of people who choose early retirement;
    e. accredited programs within correctional institutions;
    f. programs in hospitals, nursing homes, etc.

g. programs convenient for use by workers during their leisure time either for career advancement or self-satisfaction;

h. programs whereby workers are given the right to take a sabbatical to leave the workplace and improve their skills in education;

i. programs that provide education for parenthood, consumer education, etc.;

j. enrichment programs to allow adults to pursue self-growth interests.

In the field of continuing and adult education, the United States lags far behind the efforts of other countries, such as Norway, Sweden, Denmark, Finland, France, West Germany, and Great Britain. In fact, in the Scandinavian countries between 30 and 50 percent of the adult population participate in continuing education. The trend is growing. This year the education ministers of 21 European countries met in Stockholm and endorsed an extensive program for international cooperation to promote "lifelong learning opportunities."

We, therefore, compliment this Subcommittee on addressing this issue through the LIFETIME LEARNING bill which recognizes the need for lifelong learning opportunities without restrictions of age, race, sex, prior education and training, or position. However, because of its minimal funding, we feel this bill is only a beginning. Although the AFT supports the concept embodied in the bill, we would hope that the bill the Subcommittee reports out would include:

1. Placement of the administrative responsibility for the act in the U.S. Office of Education within the Department of Health, Education and Welfare;

2. Authorization for a study assessing national lifetime learning needs, how those needs are presently being met, in what areas there are deficiencies, and in what ways those deficiencies might best be corrected;
3. Authorization for dissemination of the findings of such a study;
4. Provision of funds for training and inservice programs for adult educators;
5. A requirement that Congress receive a report within a reasonable time to be determined by Congress and that Congress receive an annual report thereafter, containing a summary of progress on these legislative mandates, in addition to recommendations for further legislation;
6. Authorization for the Office of Education to make grants to, and enter into contracts with, public and non-profit private agencies to establish, assist, expand or evaluate lifetime learning programs; the AFT, however, strongly opposes inclusion of proprietary institutions as recipients of these funds;
7. Assurances that demonstration projects using office and factory space as learning centers will be conducted under the supervision of professional educators, will pay prevailing wages, and will conform to all child labor laws;
8. Clarification that projects to train parents as teachers of their preschool children are education for parenthood programs, that such preparation is not equated with the training of professional early childhood educators, and that such programs supplement but do not replace professionally-run early childhood development programs.

We want to thank you for this opportunity to testify before this Subcommittee on the LIFETIME LEARNING bill. The AFT is committed to the concept of lifelong learning and is continuing its efforts to assure universal access to education for all people of this nation throughout their lifetimes.

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Comment regarding

S. 2497 "Lifetime Learning Act"

from the American Society for Training and Development

The American Society for Training and Development wants to commend the recognition of the concept of lifetime learning for all Americans as essential to the social and economic welfare of the nation.

ASTD has particular concern for educational legislation dealing with continuing education for job and career purposes since we are the national society representing the professional people engaged in education and training in the world of work.

A great deal of lifetime learning, perhaps the majority of adult learning, is directed to job and career interests. Further, a substantial part of this effort is sponsored or conducted by "nontraditional educators" -- employers, associations and labor groups -- as a training and development function which is the sphere of the ASTD membership. Most knowledgeable observers see the extent of this employee education and training to be larger than all of higher education, with estimates of annual expenditure exceeding 30 billion dollars in both the public and private sectors.

Thus, employee training and development has a vital, operating role in the real educational system of the country. Employee development ranges from entry level youth to top executives -- encompassing virtually every subject matter discipline and vocational pursuit from the most advanced technologies to remedial education in basic communication skills. The pragmatic need to develop knowledge and skills that actually improve employee performance has often resulted in more innovative and more efficient instructional practices than found in traditional educational environments.

Yet, despite the extensive role of employee education and training, there has been little recognition of this function by legislators and educators who are the major influences in national educational policies and practices. ("It is a serious bias of most inquiry into education-work policy that it takes too little account of either the fact or the potential of education in the workplace.")* This is one reason for the increasingly serious "education-work" gap in the overall educational enterprise -- a major concern in lifetime learning. Obviously, there is need for much more cooperation and communication between education and work -- in a practical, results-oriented sense -- and at the local level.

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*Willard Wirtz in "The Boundless Resource," The New Republic Book Co., Washington, D.C. 1975.

Toward this end, ASTD has been taking initiative to establish relationships to achieve such objectives. We feel that ASTD has a special obligation in this regard since our members have the vantage point of being able to see both the employer and the educator viewpoints and thus provide a most effective kind of communication to bridge the gap.

Consequently, ASTD wants to make the following points:

1. ASTD supports a national concern for the concept of lifetime learning as being in the vital interest of the country -- the individuals, the public and private enterprises of the nation and the national social and economic welfare.
2. Training and development (human resource development) in the world of work plays a major role in the educational system of the country.
3. Improved communication and cooperation between education and the world of work is essential to effective lifetime learning.
4. Training and development can provide an important link in fostering more effective education-work relationships.

STATEMENT OF
ASSOCIATION OF AMERICAN PUBLISHERS
on
LIFETIME LEARNING
Submitted to the Senate Subcommittee on Education
(February 1976)

Introduction

The Association of American Publishers (AAP) is the general association of book publishers in the United States. It comprises Technical, Scientific and Medical (TSM); College; School; and General Trade Divisions. The more than 260 members include many university presses and non-profit religious publishers. We produce the vast majority of general trade, educational, reference, professional and religious books published in this country plus considerable related audio-visual materials.

Need and Desirability of Lifetime Learning

The need and desirability of lifetime -- or lifelong, as it is sometimes called -- learning programs have been underlined by a number of studies such as the report of the National Manpower Institute ("The Boundless Resource, 1975"); the New York Department of Education study on "The Education of Adults in the Last Quarter Century" (1974-1975); and the 1974 Report of the National Advisory Council on Adult Education ("A Target Population in Adult Education"). These studies and reports, as well as other substantiating data, have all been referred to in statements and papers presented to the Education Subcommittee and require no elaboration here.

Giving added force to these arguments is the national policy statement contained in Section 801 of the Education Amendments of 1974 (PL 93-380) which states in part that "the Congress . . . declares it to be the policy of the United States of America that every citizen is entitled to an education to meet his or her full potential without financial barriers."

At the same time, we are aware, as was pointed out by Dr. Harold A. Miller (Dean, Continuing Education and Extension, University of Minnesota) in his December 18, 1975 testimony before the subcommittee, that the Federal Government sponsors some 208 lifetime learning programs which are administered by 23 different agencies and funded in the area of $2.5 billion. We also know that there is increasing activity in the states -- for example, the State University of New York has a Provost for Lifelong Learning; and the programs in Minnesota were well chronicled in committee testimony.

Moreover, we also cannot fail to bear in mind the present negative public attitude toward ambitious new initiatives, an attitude which is reflected in the Congress.

Given, therefore, the uncertainty as to what exact form a new Federal undertaking in lifetime learning should assume, the considerable number of Federal and State programs already under way, and the anticipated resistance to funding any new program, we conclude that any action now should be providently confined to a modest beginning and should not involve a full-blown program. There is precedent for this; the evolution of the programs for the gifted and talented is, for instance, a recent example.

This statement is accordingly directed at taking the desired first steps which will hopefully lead to a rich journey of learning for many Americans in the years ahead.

Clearinghouse

As has been pointed out, much is now being done in the area of lifetime learning. But insufficient information is available on these activities for the research and planning needed to move ahead. We note that the Congress has included in a number of programs -- e.g., adult education, gifted and talented, community schools -- provision for a clearinghouse to collect and disseminate pertinent information. We suggest that a similar provision be included for lifetime learning. There follows the text of the language in the Adult Education Act bearing on this subject. We feel that broadening this language would be the most practical solution to encompass lifetime learning.

> CLEARINGHOUSE ON ADULT EDUCATION
>
> 20 USC 1209-1. SEC. 309A. The Commissioner shall establish and operate a clearinghouse on adult education, which shall collect and disseminate to the public information pertaining to the education of adults and adult education programs, together with ways of coordinating adult education programs with manpower and other education programs. Contract authority. The Commissioner is authorized to enter into contracts with public agencies or private organizations to operate the clearinghouse established or designated under this section.

Study

The Commissioner of Education should be authorized and directed to undertake a study for submission to the Congress and the President, together with recommendations, covering the following.

(1) A suggested workable definition of lifetime (or lifelong) learning;

(2) A review and assessment of present Federal, state and local lifetime learning programs;

(3) An assessment of the need for lifetime learning (including existing barriers to lifetime learning and how they might be eliminated) and a statement of feasible national lifetime learning goals;

(4) An analysis of the resources required for lifetime learning, including available trained personnel and curriculum materials;

(5) An assessment of the role of gerontology in identifying educational needs and goals of the elderly; and

(6) A definition of the role of the private sector in facilitating lifetime learning.

In formulating this study, the Commissioner should be assisted by an advisory committee (which would be disbanded after submission of the study) composed of individuals from both the public and the private sector. This advisory group should be empowered to submit recommendations of its own to be appended to the Commissioner's report.

Inclusion of Libraries and Museums

Any legislation dealing with lifetime learning should clearly recognize the role of libraries and museums as educational resources standing with the nation's schools. Section 803 of the Education Amendments of PL 93-380 declares that "it is the sense of the Congress that museums be considered educational institutions." Sec. 2 (Statement of Policy) of the National Commission on Libraries and Information Science Act (PL 91-345) contains a Congressional affirmation of the essentiality of adequate library services as a national educational resource in achieving national goals.

White House Conference on Education

While Sec. 804 (White House Conference on Education) of the Education Amendments of 1974 (PL 93-380) carries the implication that lifetime learning would receive consideration at the proposed White House Conference on Education, that section should be amended so that lifetime learning is specifically listed as one of the items receiving "special consideration" set forth in Sec. 804 (b)(1).

Conclusion

We feel that the enactment of the foregoing would constitute the necessary first step in the formulation of a national policy to develop and advance the concept of lifetime learning. We also believe that because these programs involve a minimum of cost, they are feasible at this time when budget stringency is the watchword.

STATEMENT*

to the

SUBCOMMITTEE ON EDUCATION

COMMITTEE ON LABOR AND PUBLIC WELFARE

UNITED STATES SENATE

by

David R. Krathwohl - Chairman, Legislative Liaison and Planning Committee

Association of Colleges and Schools of Education in State Universities and Land-Grant Colleges and Affiliated Private Universities

Committee Members:		
	Dean David R. Krathwohl	- Syracuse University
	Dean Milford Caldwell	- Delaware State College
	Dean Wilbur J. Cohen	- University of Michigan
	Dean Robert L. Egbert	- University of Nebraska
	Dean Robert D. Gilberts	- University of Oregon
	Dean Samuel R. Keys	- Kansas State University
	Dean James D. McComas	- University of Tennessee
	Dean Paul Ylvisaker	- Harvard University

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* Statement Concerning S. 2497, "The Lifetime Learning" Bill, introduced by Senator Walter F. Mondale on October 8, 1975. Statement to be placed in the record with testimony presented before the Subcommittee on Education on December 18, 1975.

Mr. Chairman and Members of the Subcommittee:

I am David Krathwohl - Dean, School of Education, Syracuse University. The following statement is presented on behalf of the Association of Schools and Colleges of Education in State Universities and Land-Grant Colleges and Affiliated Private Universities. I am chairman of the ACSESULGC/APU Legislative Liaison and Planning Committee. The Association wishes to make the following statement in support of the Lifetime Learning Bill, S. 2497, and specifically the revised draft prepared by the ad hoc committee formed by Senator Mondale to review the Bill introduced October 8, 1975.

The Association is in support of the specific purposes of the Bill which would put the Congress on record in support of a national policy, "...that opportunities for lifetime learning be available to all citizens without regard to previous education or training; and that considerations of sex, age, social and ethnic background, or economic circumstances shall not restrict access to all such opportunities to any individuals."

The means of carrying out such activities, as outlined in the committee draft, are supported by our Association. These provisions would take the needed initial steps to identify lifetime learning needs, eliminate barriers to participation in lifetime learning, improve the coordination of existing and proposed lifetime learning opportunities, and develop lifetime learning opportunities where needed programs do not presently exist. The Bill takes an appropriate position between supporting existing or prescribed continuing education programs or waiting until studies are made and results reported. We believe this is an appropriate direction in which to move given the knowledge that continuing education programs exist and alternative action or coordinated efforts will need to be studied through a continuous process of exploration, identification, evaluation, research, development, and diffusion.

The Association is prepared to answer the question, "Why is this legislation needed now?"

Current trends provide more than sufficient evidence of a need for the proposed legislation. The concept of adult and continuing education is shifting. In the past, it has been viewed as either an extension of youth education or a provision for making up some deficiency in learning. Although these concerns are still present, it is clear that the learning needs of the adult population in the United States will grow at a more rapid rate than that for persons below the age of 25. In part, this is due to the larger percentage of population above 25 years of age. By the mid-1980's, for example, it is predicted that over 35 million people will be beyond the age of 65. Rather than making up for learning not gained at earlier ages, adults will need continuous or recurrent education in order to cope with shifting employment needs, changing patterns of living, and the growing use of new technologies. If these changes and innovations are to become opportunities and/or tools of the public rather than dictators of human action, there is a great need for continuous human learning and development.

Changing career patterns for adults is not an item for futurists. Economic trends, obsolescence of specific employment areas, the changing mix of leisure and work time, and a variety of other factors highlight the present need for continuing lifelong education for the citizens of this country. Increased participation in continuing education activities and programs is not something that is predicted. It is a current event. Lifelong learning takes many forms and diverse offerings will be developed in the future for a variety of purposes:

a) coping with mid-career changes,
b) preparing for living with retirement,
c) making productive use of non-employment time,
d) enjoyment of literature, the arts, recreation, etc.,
e) developing a broad range of skills for work and non-work activities,
f) participation in a variety of policy making activities,
g) developing knowledge for more effective consumer choices,
h) building a better human environment,
i) coping with a dynamic, stable, or declining economy,
j) making more effective use of scarce resources,
k) maintaining a healthier standard of living, et al.

With many educational programs and learning opportunities available, operating, and proposed, it is very important that there be an understanding of the range and scope of lifetime learning. The proposed legislation is designed to provide for the building of this knowledge base. All too often problems with educational programs can be attributed to the scattered and isolated efforts of well meaning people and agencies that are not tied to an informed policy making structure. Rather than narrowly prescribing the Federal role in lifelong education, the proposed legislation would allow for the collection and analysis of information of current activities and for research, development, dissemination, training, and experimentation in the lifelong learning area.

What are the central issues associated with lifelong learning?

S. 2497 would allow for Congress, local and state policy makers, educators, and interested publics to explore a full range of lifelong learning issues. The Association has identified two areas that we believe to be critical to any public policy on lifelong or recurrent education for the citizens of the United States: (1) the access to existing and proposed/developing continuing education activities and (2) the financial/administrative mechanisms most appropriate for lifelong learning activities.

The current demand for continuing education for adults over 25 years of age far exceeds the numbers of persons participating in postsecondary education programs. Why does such a gap exist when some programs remain unfilled and educators remain unemployed? In 1972, although 1/8 of the entire adult American population was involved in some form of continuing education, the greatest use of continuing education opportunities is made by those relatively high in income and educational attainment. A third of all college graduates compared with 12% of high school graduates and 4% of non-high school graduates were involved in continuing education activities. Similar discrepencies exist along economic lines with nearly twice as many adults above the median income participating in continuing education compared to those below median income.

What are the barriers to access?

S. 2497 specifically addresses, in the original and draft forms, the need to study these obstacles and means to overcome them. Such a study is needed over the full range of adult and continuing education programs; however, one need not go far to discover significant barriers that already exist with government funded continuing and postsecondary education programs. The committee draft of the Bill specifically calls for a national policy for lifelong learning which would be "age neutral." Limitations of student aid programs to full-time status students has created a significant barrier to potential lifetime learners who must remain employed to support themselves and their families while continuing their education. Ways in which income calculations are made (without consideration of "foregone income") further limit the eligibility of many adults wishing to participate in postsecondary education programs. Programs to develop human resources often are reactive in nature waiting until individuals become unemployed before they can participate in learning and training programs. S.2497 could help identify, analyse, and lower other barriers to participation in current continuing education programs.

A concurrent issue with access is the issue of provision of opportunity. As mentioned above, there is a seeming paradox between a need for more opportunities in education and the current unemployment of educators. Part of the problem is the current dearth of available dollars for continuing education programs; however, there is also a lack of individual and institutional preparation for the operation of continuing education programs geared to the needs of the adult learner. Retraining existing and unemployed education personnel for operating and teaching in lifelong learning programs would be an efficient way of increasing opportunities. Postsecondary education institutions, including most colleges and universities, have not adequately adjusted their programs and offerings to the needs of the adult learner. S. 2497 would allow for the analysis and development of institutions so they can more effectively meet continuing education needs.

The second major issue, financing and administration of lifelong learning opportunities, could be explored through the provisions of S. 2497. Initial steps have been taken to explore and develop financial schemes for adult and continuing education. Educational entitlements, student aid bills, income tax deferments, loan programs, et al are being explored and developed; however, there is a need to coordinate these efforts in general and make policy recommendations for Federal government leadership and investment in particular. S. 2497 would help provide for these needed activities by placing knowledge developed in these studies in the hands of the Congress, Administration, and other policy makers at the institutional, local and state levels.

The Association takes the position that the administration and operation of continuing education programs should be studied so that a variety of alternative mechanisms can be tested, evaluated, refined, and developed. There is no way of predicting the variety of lifelong learning needs for the adult population in this country. You have heard Dr. Norman Kurland of New York State Department of Education say that "flexibility and diversity" is essential in the opportunities provided for continuing education. With over 200 Federal adult education programs currently in operation, a variety of state and local governments offering learning programs, and many learning opportunities offered by employers, unions, mass media, learning networks and exchange, etc., a tradition of diversity and flexibility has been established. Our Association does not wish to advocate an imposed model or limited "system" of continuing education operated by a narrow range of institutions. Rather, an analysis of government and non-government operated, foreign and domestic, and various arrangements/management of continuing education programs would be a needed initial step. Safeguards should be built into the guidelines of Federal policy on lifetime learning to protect against a narrowly conceived system of adult continuing or recurrent education.

As leaders in the professional schools, colleges, and departments of education, the Association takes this position: ANY NEW GOVERNEMNT SPENDING AUTHORIZATION IN THE FIELD OF EDUCATION/LEARNING SHOULD HAVE A COMPANION AUTHORIZATION FOR TRAINING PERSONNEL TO IMPLEMENT, OPERATE, AND ADMINISTER SUCH PROGRAMS. All too often a new program with a sound rationale for authorization, has been ineffective or undereffective. In part, this is due to inadequate preparation of personnel qualified to teach, administer, evaluate and develop such programs. The Association takes the position that new authorizations must contain provisions for research, development, dissemination, implementation, and evaluation. The Lifetime Learning Bill, as presented by the Committee draft, has taken these needed steps into consideration.

Provisions of the Lifetime Learning Bill Are Supported

The Association of Schools and Colleges of Education in State Universities and Land-Grant Colleges and Affiliated Private Universities supports the passage of the Lifetime Learning Act as proposed in the draft prepared by the ad hoc Committee. The specific features of the legislation the Association actively supports are:

1. A national policy to make lifetime education opportunities available to all citizens of the United States on an age neutral, non-discriminatory basis.

2. The identification, review and assessment of existing lifetime learning opportunities and programs supported and/or operated by government and non-government funds and agencies (foreign and domestic).

This assessment authority will allow for the collection of existing data and research on continuing education programs, means of support and administration/operation, evaluations on such programs, and a variety of alternative processes for making lifetime learning opportunities more effective. By examining all of these aspects of lifetime learning, the Congress, President, state and local governments, school systems, institutions of higher education, and others interested in or currently operating continuing education programs can make more appropriate choices and policy decisions.

3. The "...conduct of a study of existing barriers to lifetime learning and how such barriers may be eliminated." The study of lifetime learning needs met and unmet through current opportunities.

The barriers to lifetime learning and unmet needs for continuing education are critical areas of study for the continuing definition and redefinition of a Federal lifetime learning policy. The dissemination of such information coupled with research and development efforts designed to eliminate barriers and provide for unmet learning needs will have a far reaching impact beyond government policy. Educational agencies, non-government education units in businesses, industry, unions, etc., mass media systems operating or impacting learning, et al will find this much needed knowledge useful in refining or developing lifetime learning programs and delivery systems.

4. The office of lifetime learning and its authorization to conduct a contract and grants program for: research and development, training and retraining personnel, development of curricula and delivery systems, developing guidance systems and personnel to operate them, developing and disseminating instructional and media materials, and assessing the role of gerentology and the needs of elderly participants for lifetime learning.

These efforts to support, encourage, and develop programs to meet lifetime learning needs and to train personnel and prepare institutions for operating such programs are appropriate operational aspects of the proposed legislation. Assessment and review are very important; however, the action oriented aspects of the legislation point to the need to generate, implement and evaluate alternative procedures for delivering lifetime learning opportunities. The media materials, guidance and counseling services, and exploration of a full range of adult learning roles (including those for the aged) are significant steps necessary to make citizens aware of lifetime learning opportunities that are available or being developed. The training authority is crucial to the successful operation of continuing education efforts and for establishing a positive base from which future lifetime learning efforts can be built.

In conclusion, we in the Association represent professional development and research based institutions of higher education. We urge the passage of the Lifetime Learning Act as drafted by the Committee. We wlecome the challenge to help nurture and strengthen this critical area of American education. Faculty and administration in Association schools, colleges, and departments of education are already working on many of the features of lifetime learning outlined in S. 2497. We welcome the opportunity to work with your staff in development and implementation of this legislation and in future Federal initiatives for lifetime learning.

Mr. Chairman and members of the Committee, I want to thank you for allowing us to present our viewpoint and position. We are willing to provide further information upon your request.

The National Council On The Aging, Inc. NCOA

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STATEMENT OF

Jacqueline T. Sunderland
The National Council on the Aging

before

The Subcommittee on Education
Committee on Labor and Public Welfare
United States Senate

Hearings On

The Lifetime Learning Act (S. 2497)

December 18, 1975

66-506 040

Mr. Chairman, distinguished members of the Subcommittee on Education:

I am Jacqueline Sunderland, Director of the Center on Older Americans and the Arts, an educational program of the National Council on the Aging. As you may know, the National Council on the Aging (NCOA) is a private, non-profit organization whose membership consists of individuals and organizations throughout the country who serve the nation's older citizens. This year NCOA marked its twenty-fifth year of providing leadership in the field of aging to public and private agencies at the national, state and local levels. We continue to be a national resource for planning, information and service in those areas affecting the lives of the nation's elderly population.

Mr. Chairman, throughout its twenty-five years of service, NCOA has advocated the idea that educational opportunities should not be focused exclusively on the younger age groups, but should be available throughout the lifespan. We, therefore, welcome this opportunity to comment on the Lifetime Learning Act (S.2497) which would be a significant step toward the achievement of that goal.

The American educational system has traditionally neglected the educational needs of adults and all but ignored the needs of the elderly. The present educational system involves 3,000-plus colleges and universities serving over 9 million students; 89,000 elementary and secondary school buildings serving almost 46 million students with a cost to taxpayers of over $75-plus billion a year. Older Americans have paid taxes for years to support that system and yet find themselves with little or no opportunity to participate.

Mr. Chairman, earlier this year NCOA released the results of the most extensive study ever conducted to determine the American public's attitude toward aging and the aged. Conducted for NCOA by Louis Harris Associates, this study, "The Myth and Reality of Aging in America" documents some dramatic findings in education:

Current enrollment in educational institutions or courses in this country is limited almost entirely to the young: while 34 percent of the public 18 to 24 years of age, and 15 percent of those 25 to 39 say they are enrolled in higher education, only 5 percent of those 40 to 54, 5 percent of those 55 to 64, and 2 percent of those 65 and over say that they are currently enrolled in an educational institution or taking courses. In real numbers, only about 400,000 older people are enrolled in courses.

Not only are the young far more likely to be taking courses than the old; the young who are enrolled are also more likely to be attending colleges, universities or adult education schools (72 percent) than older students (43 percent). Older students (26 percent) are more likely than the young (3 percent) to be taking their courses in churches than at colleges or universities.

The young and the old share their primary purpose for taking courses - to expand their general knowledge about some field or hobby; the young are also interested in taking courses to acquire job skills and those 55 and over are secondarily interested in making good use of their time and being with older people.

While only 2 percent of those 65 and over are currently enrolled in courses, there may well be additional potential students among the remaining 98 percent, particularly among those who say they are not enrolled because they're too old, those who say they don't know of any course for them, those who say none are available, and those who say taking courses is too expensive.

It is true that in recent years a number of programs have been developed to expand the use of educational facilities and programs for adults. However, the "adult" population served by these programs tends to consist of individuals age 18 to 40. Thus, the general educational needs of older adults are still inadequately dealt with. In addition, there is a continuing and growing need for increased educational resources for the elderly in the areas of basic skills, career education and retraining, and in pre-retirement preparation. The provisions of the Lifetime Learning Act would begin to address those needs.

First, in the area of basic skills, the data are startling. Traditionally, functional illiteracy has been defined as having formal schooling of less than five years. Using that criterion, 2.5 million people over 65 (more than 10 percent) are functionally illiterate. Even more disturbing is the fact that a recent study funded by the U.S. Office of Education and conducted by the University of Texas at Austin indicate that these figures may not tell the complete story. These researchers defined functional literacy in terms of an individual's ability to cope as a worker, citizen, consumer and parent. Using these criteria, they discovered that one-fifth of American adults are functionally incompetent. The incompetency level was lowest for persons between 30 and 39 and rose gradually into the 60 to 65 age bracket where 35 percent tested fell into the incompetent range. Unfortunately, these researchers defined the adult population as being 18 to 65. Yet, the data indicate that at least 35 percent of the over-65 population would most likely fall into the incompetency range.

Second, regarding career education and retraining, we should remember that a change in mid-life (or in later years) from one job pursuit to a differenc field is not longer considered unusual in our rapidly changing society. For some workers, because of technological displacement or involuntary early retirement, a second career is a necessity. NCOA has long advocated the need for career-oriented educational and training programs aimed not at the beginning worker, but at those who must transfer from one career track to another.

Findings from the NCOA/Harris study indicate that there are millions of Americans, young and old, who are interested in such programs. Respondents in that study were asked how interested they would personally be in learning some new skills or participating in a job training program so that they could take on a different kind of job from what they were used to doing. Thirty-six percent of those over 40 and 15 percent of those over 65 responded positively. Thus, over 3 million persons over 65 would be interested in some kind of second career training if such programs were available to them. Mr. Chairman, let no one question the desire of millions of older Americans to continue to grow and contribute to our society. We feel strongly that they must be given the opportunities which the Lifetime Learning Act would provide.

Third, the Lifetime Learning Act has great potential to increase the extent to which individuals are prepared for retirement. Research in this area clearly demonstrates that planning ahead for retirement can significantly reduce the mistakes and frustrations that accompany a trial-and-error approach after retirement. Ideally, retirement preparation shold begin when individuals reach their mid to late forties. Preparation should continue with increasing and sharpening focus through the fifties and sixties.

NCOA has continually recommended that the Federal government recognize the need for planning and assume a partnership with educational institutions and private industry by funding research and training programs, sponsoring demonstration projects and providing incentives for employers to pay the tuition for appropriate courses as well as setting an example for its own employees. The Lifetime Learning Act can be a beginning of the Federal government's involvement in this area.

In conclusion, Mr. Chairman, let me say that NCOA strongly supports the concept of "lifetime" or "lifespan" education which the legislation under discussion today attempts to encourage and expand. My remarks have focused on the reasons why such an approach would mean so much to the older people of America. They have been barred in the past from the benefits of an educational system geared to the needs of the young. It is time for the Federal government to redirect its efforts toward an educational system based on a policy of lifelong learning. While the Lifetime Learning Act would be a move in that direction, we are hopeful that it will lead to a more comprehensive reform of the educational system.

Thank you, Mr. Chairman.

Testimony on S. 2497, The Lifetime Learning Act

Submitted By

Lloyd H. Davis

For the

National University Extension Association

The National University Extension Association supports the objectives of the Lifetime Learning Act. We strongly urge that the Congress enact a Lifetime Learning Act as part of the Higher Education Act.

The Role of NUEA in Lifetime Learning

The National University Extension Association is an organization of 228 major public and private colleges and universities that conduct extension and continuing education programs. The programs of our members serve a wide variety of people interested in lifetime learning. These programs are for people of all ages. They are conducted on the campus, in the community, and throughout the state. These programs include conferences, institutes, independent study, evening classes, radio and t.v. educational programs, and formal course work for part-time students. Some courses provide college credit, others do not. These programs serve the continuing and recurrent education needs of professionals in all fields, serve other vocational and professional needs, provide knowledge needed for solving community and public problems, and serve many varied needs and interests of individuals in continued learning throughout their lives. During 1973-74, over five million persons registered for extension and continuing education activities in our member institutions.

Lifetime Learning - a Priority of Americans

Many millions of Americans of all ages are seeking knowledge outside the traditional framework of formal education. This framework isolates the youth as a full-time student until he finishes high school, college or some other formal program. The people outside of that framework too often find it difficult to satisfy their educational needs. They do so by participating in continuing education programs provided by postsecondary educational institutions, high schools, proprietary educational institutions, libraries, museums, employers, labor unions, and a number of other institutions and agencies.

People participate in continuing and recurrent education for a variety of reasons: to improve their performance in their work, to acquire skills and knowledge for jobs in which they would be more productive, to become more effective as citizens, to enhance family life, to develop cultural and intellectual capabilities, etc.

In 1972, over fifteen million adults engaged in formally organized educational activities according to estimates by the National Center for Educational Statistics and the U.S. Bureau of Census. Of these 15.7 million individuals, 85 percent had completed high school. Colleges and universities enrolled 5.9 million of this total, and other postsecondary institutions, 1.4 million. Together they served about half of these lifetime learners. [1]

The American Council on Education in the report entitled Financing Part-Time Students: The New Majority in Postsecondary Education concluded:

> "Since 1969 more students have participated in postsecondary education on a part-time basis (credit and noncredit) than on a full-time basis by a substantial margin (55.0 versus 45.0 percent in 1969 and 57.5 versus 42.5 percent in 1972). Between 1969 and 1972 the number of part-time students in postsecondary institutions increased at a rate 2.3 times faster than full-time students (20.4 percent part-time versus 8.8 percent full-time).
>
> "In 1972, for the first time in American history, approximately half of the students (degree credit, non-degree credit, and noncredit) in postsecondary institutions of higher education participated on a part-time basis. ... "In 1972, 63.1 percent of graduate students attended on a part-time basis."

Several recent studies indicate that there is a widespread desire to learn among persons not now participating in learning programs. According to a study conducted by the Educational Testing Service published in "Adult Learning Interests and Experiences" (Carp, Peterson & Roelfs.), 56 percent of these would-be-learners cited cost as the major barrier prohibiting them from continuing their education. [1]

Lifetime Learning Serves the National Interest

We strongly believe the interest in continued learning which is being expressed by people in indicative of an important need of the American people and of our nation.

We believe that programs to serve this need are important to the future welfare of the nation and deserve public support, for the following reasons:

> -Basic to the current economic problems of the nation is a decline in the productivity of people in the production of goods and services. The development of the abilities of people and of the systems in which they work to enable them to be more productive is a necessary approach to attacking our economic problems. These approaches require education to help people serve more effectively in their present roles, prepare them to serve in more productive roles and to take action as citizens to make improved productivity a reality.

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[1] Additional data is summarized in the 9th Annual Report of the National Advisory Council on Extension and Continuing Education.

-Our system of government requires knowledgeable citizens. If we are to take wise courses in public policy on the many issues and problems that face us, both nationally and locally, we must be knowledgeable about the issues, the alternatives for public policy, and the means by which we can take action. This applies to such national problems as energy conservation and environmental protection and to local aspects of such needs as school improvement and transportation system development. No need is greater in attacking our national priorities than the need for educational programs to enable people to take initiatives in their own communities.

-The quality of life in our nation depends in a large measure on the knowledge of people about living and working together in a complex society. Lifetime education, especially the education following formal education wherein people learn and work concurrently, serves in developing a better understanding of our home and family life, our environment, our culture, and our value systems. These remain important educational needs throughout our lives.

-In our rapidly changing society the need of people for knowledge changes rapidly in response to technical and scientific developments, accelerated transportation and communication systems, urbanization, and other factors. The training and education of people rapidly becomes obsolete, and they need new knowledge for the new situations and new roles. Serving these needs is essential for national progress.

Federal Support to Lifetime Learning

The United States Congress has recognized many needs for lifetime learning that are in the national interest and has provided support for educational programs to serve these needs.

Included are educational programs to help primary and secondary teachers increase their effectiveness, to improve the abilities of professionals and others to provide quality health care and apply needed knowledge in their fields, to enable those involved in the production of food and fiber to produce high quality products and services more efficiently and so enable all of us to live better, to enable law enforcement and criminal justice personnel to adopt new techniques and improve the security of the population, to help officials of local governments to provide improved service to the people, to provide training for the unemployed, etc. etc.

This includes over one hundred Federally supported educational programs directed at individual national problems and the solution of these problems. As a group, these programs are within the jurisdication of many Congressional committees and are administered by nearly every Federal department as well as many independent agencies.

Also included in Federal legislation are tax provisions affecting lifetime learning. For example, the income tax laws permit a taxpayer to treat as a deduction, training pertaining to his present job, but not training to help him prepare for another job in which he might be more productive. This provision provides more tax benefit to those in the higher income bracket, and less to those in the lower income bracket.

There is no mechanism within the Congress, nor within the executive branch, through which Federal support to lifetime learning is reviewed and coordinated. There is no mechanism through which unmet needs for Federal support to lifetime learning are systematically evaluated, nor is there a procedure through which the allocation of resources among these needs is systematically reviewed.

Needs for Legislation

The National University Extension Association commends Senator Mondale for recognizing the need for a lifetime learning act and introducing S. 2497. We commend the chairman for providing us with an opportunity to express our views. As you consider the bill and its further development we urge your consideration of the needs discussed below.

Clarification of Policy

Through the passage of numerous acts that provide federal support to continuing education, the Congress has had a policy of supporting lifetime learning. However, a statement of such a national policy has not been enacted in legislation. We believe such a statement of national policy enacted by Congress would be an important step in clarifying policy and bringing a higher degree of coordination among Federal programs. Such a statement of policy could assist in developing coordination within the Executive Branch and providing a framework for future legislation.

WE RECOMMEND THAT THE LIFETIME LEARNING ACT INCLUDE A NATIONAL LIFETIME LEARNING POLICY AND SUGGEST THE FOLLOWING AS A STATEMENT OF POLICY: The Congress hereby declares it is in the national interest and is the national policy that opportunities for lifetime learning be available to all citizens without regard to previous education or training; and that consideration of sex, age, social and ethnic background, or economic circumstances shall not restrict access to all such opportunities to any individual. It is our policy to promote the continued vitality of our free society through lifetime learning opportunities in order to enable all people to improve their personal well-being as well as their participation in the civic, cultural, economic and political life of the nation throughout their lives.

Review of Present Programs

We indicated above that the needs of people for lifetime learning are now being served by a very wide range of organizations and institutions. A very high proportion of these lifetime learning activities are being conducted by the private sector without Federal financial support. We believe that Federal policy should encourage these activities, and that above all, the Federal Government should avoid action which might impede these private activities.

The role of the Federal Government should be to encourage and support such private activities which provide lifetime learning opportunities serving individual interests and to provide financial assistance to lifetime learning programs that serve the public interest.

AS A BASIS FOR IMPLEMENTING SUCH A POLICY WE URGE THAT THE LIFETIME LEARNING ACT DIRECT THAT A REVIEW BE MADE OF LIFETIME LEARNING OPPORTUNITIES PROVIDED THROUGH EMPLOYERS, UNIONS, THE PRESS, RADIO AND TELEVISION, SECONDARY AND POST-SECONDARY EDUCATIONAL INSTITUTIONS AND OTHER PUBLIC AND PRIVATE ORGANIZATIONS AND THAT MEANS BE DETERMINED WHICH WOULD INCREASE THE EFFECTIVENESS AND COORDINATION OF THESE PROGRAMS.

We reviewed briefly above the "patchwork quilt" of Federal assistance to lifetime learning. WE RECOMMEND ALSO THAT THE BILL REQUIRE A REVIEW OF ALL EXISTING PROGRAMS OF FEDERAL ASSISTANCE TO LIFETIME LEARNING, INCLUDING TAX INCENTIVES, AND AN EVALUATION OF: (a) THE EXTENT TO WHICH EACH IS ACHIEVING ITS OBJECTIVES, (b) THE PROGRAM AND ADMINISTRATIVE FEATURES OF EACH THAT CONTRIBUTE TO SERVING THE LIFETIME LEARNING POLICY EFFECTIVELY AND EFFICIENTLY, (c) THE NEEDS FOR FEDERAL SUPPORT TO LIFETIME LEARNING THAT ARE NOT SERVED, (d) AND THE PROCEDURES BY WHICH FEDERAL ASSISTANCE TO LIFETIME LEARNING MAY BE BETTER APPLIED AND COORDINATED.

These reviews should be coordinated and provide the basis for the development of further lifetime learning legislation. The legislation should direct that these reviews be completed within two years of the effective date of the legislation and that a report of these reviews include legislative recommendations to serve the lifetime learning policy. We suggest also that in making these reviews and developing the report it should be clear that the Secretary of H.E.W. should make use of existing agencies of his department and existing advisory committees and that he should involve other agencies of the government that support lifetime learning programs.

Support to Lifetime Learning Programs of Postsecondary Educational Institutions

We pointed out above that more than half of the people participating in organized lifetime educational activities do so through postsecondary educational institutions. These institutions have very broad competencies to serve the interests and needs of people for knowledge. They provide opportunities on their campuses and in the communities where people live. They use traditional and non-traditional techniques, to fit the needs of learners. These institutions are our nation's major resource for providing lifetime learning.

The continuing education and lifetime learning programs of these institutions are largely self supporting. The program staffs develop programs for which there are identifiable needs, and clienteles willing to pay for the educational services. Some institutions are able to use institutional funds to partially support continuing education programs that are not self supporting. However, many of these institutions conduct programs supported in part with public funds provided through one or more of the many Federal programs. But, the great bulk of the programs depend on income from the learners to pay their full costs. This constitutes less than equitable treatment.

In this kind of market setting, many needs for lifetime learning are not being met, even though they are clearly important needs for many people, for communities and for society. The leaders of continuing education at these institutions are keenly aware of many of these needs and frustrated by their inability to be of greater service to society.

Recent trends compound the problems. The Federal policy operates to shift public support for higher education from institutional support to student aid. The general condition of the economy intensifies the financial problems of institutions of higher education. As these trends develop the institutions look to continuing education programs to more fully pay their costs and a share of institutional overhead costs. These conditions push continuing education programs even further into a position of serving only those needs that can be fully financed by the learners.

Much of the need for continuing education programs related to the solution of important public problems cannot be financed fully by the learners, because of their low incomes or for a variety of other reasons.

For these institutions to more fully discharge their obligations to serve the lifetime learning needs of society, some form of public support for lifetime education that is in the public interest is a high priority need. Present legislation and funding does not serve this need.

WE STRONGLY RECOMMEND THAT CONGRESS SERIOUSLY CONSIDER THIS NEED AS IT DEVELOPS A LIFETIME LEARNING POLICY AND IMPLEMENTS IT WITH LIFETIME LEARNING LEGISLATION.

Specific Recommendations With Respect to S. 2497

WE URGE YOU TO INCLUDE LIFETIME LEARNING LEGISLATION AS A PART OF THE HIGHER EDUCATION ACT REAUTHORIZATION. Since institutions of higher education are such important providers of lifetime learning opportunities we believe that this act provides the appropriate framework for this legislation. S. 2497 is proposed as an amendment to Title I. It probably fits better there than in the other titles. However, it is sufficiently different from Title I that we believe it should be a separate title.

The bill provides for an Office of Lifetime Learning in the Office of Education. If this office is to be effective in carrying out the government-wide functions of review and evaluation, it should be located at a higher level in the organization of Government. WE RECOMMEND THAT THE OFFICE BE ESTABLISHED BY THE SECREATRY OF H.E.W. AND REPORT TO THE ASSISTANT SECRETARY FOR EDUCATION.

WE RECOMMEND THAT THE PURPOSE OF THIS ACT AS STATED IN SEC. 151(b) SHOULD BE REVISED. The Office of Lifetime Learning provided in this subsection should be a means of achieving an objective rather than being the objective itself. We suggest that an appropriate objective would be to implement the proposed lifetime learning policy through: (1) the identification of lifetime learning needs of the people; (2) the development of lifetime learning opportunities serving needs of the people and therefore, national interest; (3) the elimination of barriers to the participatio of people in lifetime learning experiences; (4) and improved coordination and effectiveness of lifetime learning programs.

WE RECOMMEND THAT THE DEFINITION OF LIFETIME LEARNING PROVIDED IN SEC. 153 BE MODIFIED TO READ AS FOLLOWS: 'Lifetime Learning' means the acquisition of knowledge and skills by people through formal or informal educational processes and any program, project, activity, or service designed to serve the changing educational needs of Americans throughout their lives. Lifetime learning includes, but is not limited to: adult basic education; early childhood and parent education; postsecondary education; continuing education; remedial education; self directed study; special educational programs for groups or for individuals with special needs; job training programs; and preretirement and post retirement education and education programs for the elderly. Lifetime learning also includes educational activities to upgrade occupational and professional skills; to assist businesses, government agencies and others in the adoption and the use of innovations and research results useful in their operations; to assist in solving community and other public problems; to serve personal and family living needs; and to serve cultural interests.

The NUEA is prepared to work with the Congress and the Executive Branch as may be needed to more fully develop lifetime learning programs to serve the needs of the American people.

Statement of Nancy K. Schlossberg on Life Time Learning

Counseling and Personnel Services Department
College of Education
Division of Human & Community Resources
University of Maryland at College Park

Senate Committee on Labor and Public Welfare
December 18, 1975

I am Nancy Schlossberg, a professor at the University of Maryland. Formerly I was the Director of the Office of Women in Higher Education at the American Council on Education; before that I served on the faculties of Wayne State University and Howard University. My particular mission as a counselor educator is to implement programs for training counselors of adults and to serve as an advocate for adults to promote more flexible policies and regulations at all institutions of higher education.

The Life-Time Learning Act effects all adults in the broad spectrum of American life; however, my remarks will focus on the special relevence of this legislation for adult women in higher education.

Life-Time Learning: Crucial for Adult Women

The demographic and economic facts of life demonstrate that women require opportunities for life long learning. The data show that women live longer than ever before, that they work for money, that their work is in restricted occupations at low levels. That women must work, and that their education and work level are closely correlated has been demonstrated. For example, over 60% of women classified as low income are not high school graduates (U. S. Department of Commerce, 1975).

The following facts are familar but need repetition:

Demographic Trends. Women on the average live 74 years in a situation where divorce and singleness are increasing and the remarriage and first marriage rates are decreasing (Lipman-Bluman, 1975)[1]. The result is that more women are supporting themselves - often as heads of households - for longer periods of time. According "to a 1974 Labor Department survey, nearly two-thirds of working women are single, divorced, widowed, separated, or have husbands who make less than $7,000 per year" (Congressional Record, Nov. 3, 1975).

Labor force participation. Women's increased participation in the labor force reflects the increased proportion of married women with children who work. "From 1940 to 1970... married women's participation increased from "15 to 41 percent" and mothers with children under 6, from 9 to 30 percent" (Lipman-Bluman, 1975, p. 19).

While women constitute 39 percent of all workers "there has been relatively little change in their occupational distribution. "As late as 1968 over one-third were employed in clerical roles," and those 15% working in professions cluster in teaching, nursing and social work (Lipman-Bluman, Tickmeyer, p. 2). The slightly increased participation in medical, law and engineering schools is not yet reflected in the work force; as of 1970 only 4.9 percent of lawyers and judges were women, 1.5 percent of engineers were women, and less than 10% of the physicians were women (Lipman-Bluman, 1975, pp. 20-21).

It is interesting to note that entering freshmen still choose female-typed careers as their first choice. Even those few who initially named non-traditional fields were likely to shift. A comparison of 1965 and 1970 college graduates showed that women tended to shift out of masculine career choices and persist only in the fields of teaching and the non-M.D. health professions (Astin and Bisconti, 1973). Obviously, systematic factors are precluding women from full participation in the labor force.

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[1] Figures, statistics and interpretations are based primarily on the work of Dr. Jean Lipman-Bluman, Director, Women's Research Program, National Institute for Education, Washington, D.C.

Educational participation. Though women are more likely to graduate from high school than men, they are less likely to enroll in college (Carnegie Commission, 1973, p. 35). Women are filtered out of the education system still further at the graduate level (American Council on Education, 1974, pp. 23-24). Moreover, women graduate students are more likely than their male counterparts...to study in fields where a master's rather than a doctorate is the appropriate degree, and to drop out of graduate school.

Unquestionably, women are showing a growing awareness of the need for more education. A few comments made at a special orientation session for adult women at the University of Maryland reflect this realization:

> "I'm a stewardess and back at school because of a nagging feeling that there's more to life than Coffee, Tea, or Me..."
>
> "I'm registered for courses as a way to help me figure out how to be creative in my coming retirement..."
>
> "I'm here against my husband's and parents' wishes but I'm determined to prepare myself for a career..."
>
> "I'll keep being passed over for executive positions unless I get more education..."
>
> "I need something to do now that the children are in school..."

As Gene Maeroff writes:

> They are women who are trying to make up for having come to adulthood at a time when families, and society itself, thought that resources for education should be concentrated on boys, not girls.

> They are women who went to work right out of high school or married and had children (April 20, 1975, p. 9).

These are the women who have been socialized to achieve vicariously (Lipman-Blumen). That is, they define their identies not through their own activities and accomplishments but through those of the dominant people around them: at first, their fathers, then their husbands, still later their children. Even women who work usually occupy a low-status position, play a supportive role, and derive their identities from their bosses. The events of middle age -- possible divorce or widowhood, children leaving home -- are critical for a woman. Now that her props are gone, what does she do? After spending half her life living vicariously, she is told -- and she tells herself -- that now she must act on her own to build a new life. The urgency with which she searches for ways to express herself is understandable; the obstacles she faces are often overwhelming. Not only are her personal resources inadequate to cope with the situation, but also social institutions impose crushing restrictions on her.

Women must have education available if they are going to reach their full potential.

Life-Time Learning Act: A Means of Confronting Barriers Facing Adult Women

When we arrive at a consensus that life time learning is both a right and a necessity for adult women, we have only achieved step one. The next step requires confronting the barriers women face when returning to school.

Barrier 1. Age Bias. The overriding barrier which is pervasive in the classroom, admissions policies, and counseling services, can best be called age bias. This is reflected in both institutional policies and personal bias of faculty, counselors, administrators.

First, a look at institutional barriers. My own experience has brought me into contact with many forms of age discrimination in education. A 37 year old woman called for my help in getting into dental school; a brilliant woman of 40, eager to move into the federal government, called to seek assistance in changing the age restriction which barred her application as a White House Fellow; a leader in education reports that she was discouraged from applying to a doctoral program because of her age.

Age discrimination in education is often overt, as in fellowship programs limited to those under 35. Other discrimination is more subtle, but equally restrictive, as when graduate and professional schools claim policies which do not discriminate on the basis of age, but in fact do seriously restrict enrollment of women. Take the case of a bright Barnard college graduate, with two small children and the emotional and financial support of her husband who entered law school. Her option was either full time day time study or part time study four nights a week. She opted for day time study. After two and a half months, she wrote: "It sounds nice on paper but in real life going to law school full time is destroying this family and so I quit. If I could have gone part time during the day, I would have loved it." She is now in an elementary education program.

These factors are recognized in the recommendations of the Carnegie Commission, in their report, Opportunities for Women in Higher Education:

> Policies that prevent part-time study or that discriminate against admission of adults desirous of continuing their education should be liberalized to permit enrollment of qualified mature men and women whose education has been interrupted because of family responsibilities or for other reasons (1973).

Despite these admissions and curricular restrictions, many women do return to school. In fact, over 650,000 women are currently enrolled in post-secondary education (Project on the Status of Women, p. 8) representing an increase of 30% since 1970. The State University of New York reports a student body of 400,000; 35,000 are 35 or older and 75% of these are women (Maeroff, 1975, p. 9). These returning women face a second source of bias: discrimination by faculty, administrators, counselors and other students. I am just beginning to collect data from enrolled students concerning any classroom experiences which they have found discriminatory. Neugarten and her associates have demonstrated that people in general have deeply embedded "expectations regarding age-appropriate behavior...There exists what might be called a prescriptive timetable for ordering life events: a time in the life span when men and women are expected to marry, go to school, change careers. For example, if people do not go to school in their twenties, they have been looked on with disfavor by those Americans studied (Neugarten, Moore, Lowe, 1968, p. 22). When studying counselors attitudes, it was found that counselors are like people in general - they, too, hold deeply embedded notions about what is appropriate and inappropriate for their clients. The data indicates that adults in an educational setting have less than a 50-50 chance of encountering a university counselor who is not biased (Schlossberg, Troll, 1976). Extrapolating from the studies on age bias of counselors and age bias of people in general, we can assume that adult women students will face serious, and in many cases, insurmountable problems in this regard. There is an obvious need for funds to study the extent of this bias and to launch programs designed to sensitize and retrain administrators, faculty and adult students themselves to guard against age bias. Age bias is not only disadvantaging people, it is also robbing society of productive workers.

Barrier 2. Limited Support Services. It is not a question merely of providing the opportunity for continuing education --- the opportunity must be realizable. Two recent studies dramatize the need for support services like counseling, advising, child care, career guidance, as well as, the relative unavilability of such support. Helen Astin selected fifteen continuing education for women's programs (CEW) for intensive study. Over and over, Dr. Astin found that as "women re-enter the academic world...they are confronted with both personal problems and institutional barriers (1976). The CEW programs designed to give women support in this transition to school, do just that. Through flexible class schedules, small group interactions with other adults, sensitive advisers, child care facilities, these women not only make it, but do very well academically and, in fact, over half of the women studied had raised their vocational aspirations. The American Institute for Research (AIR) surveyed the nation to assess the extent of support services available to adults, especially women and ethnic minorities. Not surprising is the finding that although adults are "the fastest growing segment in higher education and make up 48% of the total enrollment of 10 million (Maeroff, 1975, p. 9), there is a dramatic insufficiency of adult counseling services. Those counseling programs which do exist for women, are oriented toward middle class educated women, and often are not supported by the regular university budget. Very few programs supply needed assistance to low income female heads of households working in low level jobs. However, we are not powerless. A national purpose to attack these problems would not start in a vacuum. The AIR survey, for example, did reveal a variety of strategies which might creatively be employed to assist adults - if institutions gave time, budget and energy to such efforts (Harrison and Entine, 1976).

In conclusion, I applaud and support legislation which encourages efforts to foster the return to education of women, continuously and throughout their lives. This movement advantages both universities and adult women. A commitment to the principle of lifetime learning may be a way to increase enrollments and also an enabling mechanism to assist women in their rightful quest for full development. Our approach to life long education can be for better or worse. This legislation helps us make it for better.

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TESTIMONY REGARDING LIFETIME LEARNING ACT (S 2497)

Edward Lee Rosenthal, New Brunswick, New Jersey

My name is Ed Rosenthal. I am a former staff person for the Council for the Progress of Nontraditional Study, former chairperson of the Recurrent Education Policy Group constituted by students at the Harvard Graduate School of Education, a member of the U. S. Office of Education Steering Committee on Lifelong Learning, and, at present, am employed as the coordinator of the Educational Advancement Project at the Rutgers Labor Education Center in the Rutgers University Extension Division. Therefore, in my short tenure in this field, I have hit many if not most of the jargon words. I must make clear, however, that today I speak as a private citizen concerned with the issue of lifelong learning. I do not necessarily represent the official views of any of the organizations that I have been or at present am affiliated with.

I feel quite comfortably at home today in these hearings because the lead in this issue of lifelong education has been taken by the people and the representatives of the State of Minnesota. I was more than pleased to find Senator Mondale as the initiator of this bill. I have been following the career of Senator Mondale for years because of the high regard that my mother's brother, Rabbi Moses Sachs, formerly of Congregation B'nai Abraham in St. Louis Park, has passed onto me. He is now living in Israel but there are two very special recollections of his activity in St. Louis Park which seemed apt to me this morning. One of them is a picture of him with you, Senator Mondale, on the telephone talking to persecuted Soviet Jews in Moscow. It was my good uncle who transmitted to me a very special concern for social justice. He was among those who marched in Alabama in the beginning of the civil rights struggle. I also remember long discussions in his large library ranging over a wide variety of issues. I always came away with a new book or a new idea. So there are two things that I have associated with Minnesota-justice and learning. It feels particularly appropriate to address these twin issues today. Lifelong learning is a laudable goal but it receives its justification in truth when it aides the pursuit of social justice.

The points of my remarks are several. First, lifelong learning should encompass the needs and activities of working American men and women. Secondly, lifelong learning must provide for helping to narrow societal divisions rather than widening them. And finally, the vision we invoke for lifelong learning should be broad and imaginative rather than tracings between entrenched sacred cows. In short, my major concerns are educational equity and quality.

As a starting point, we cannot and must not ignore the enormous activity and interest in lifetime learning of America's working men and women. At present, about three quarters of the adult learning population is working. This involves millions of people and billions of dollars. They learn at the work site and in institutions of education. It has been estimated that 30 billion dollars was expended in 1974 by American industry for education and training. A recent study that my group has conducted in New Jersey shows that almost all large companies have some sort of educational programs and that over 90% have tuition aid agreements. Yet, these funds are terribly underutilized. In General Motors, though there is a collective bargaining agreement with the United Auto Workers which amounts to an over $200,000,000 entitlement to education figured at $700/per worker per year, only one half of 1% of the blue collar workers are participating. The reasons for this is varied but the list includes bureaucratic company roadblocks, and inadequate information and counseling among them. In places where these barriers have been removed there have been dramatic jumps in participation such as with the Kimberly-Clark Corporation. Scarce federal dollars should be used to help pry loose these private sources of support for education.

The American labor movement has been a longstanding and staunch supporter of universal lifelong education. From its earliest days of workingmen's study circles, labor has been involved in promoting education. Today its committment is even stronger than ever. Having successfully fought the battle for universal education for children, labor is helping to provide the support for a more general educational entitlement. More and more contracts contain clauses which promote education and training. The AFL-CIO has an external degree program and runs excellent seminars in its education center in Maryland. The UAW has a Family Education Center in Black Lake, Michigan for the enrichment of its members. On December 17, 1975, in New York City, top trade union leaders met to discuss how to improve and expand educational opportunities for working people. I only wish that you could have been there to listen to the range and vitality of labor's efforts. It rivals almost any continuing education program in the country. Harry Van Arsdale, the president of the New York City Central Labor Council and a longtime advocate of education said it well, "During this period of widespread unemployment, is not this a time when our people are idle that at every level, we can have them occupied in things that can enrich our union, enrich our community and our nation." In the midst of financial crisis in New York, over 50 trade union leaders got together to spend the entire day discussing the next steps forward. I am convinced that there will be significant new initiatives from the labor movement in New York City for the employed and the unemployed. Labor's education efforts go beyond tuition aid and help for the unemployed. Unions provide the best apprenticeship training programs in the world, labor education, human development and community relations programs, cultural activities, and family educational benefits including scholarships.

Importantly, we must not forget that it is the tax dollars of America's working people who support our government. But workers get precious little back in return to help build better programs or to open new opportunities for they and their families. With the current rise in tuition it is the working man and woman who is caught in the squeeze. Not only for their children but per credit costs of evenin education are becoming astronomical. In the progress of this bill and in its implementation, the labor movement must be involved. Organized labor is an integral part of the consideration of lifetime learning - from career education in the earliest years to opportunities for retraining, upgrading, and learning for working adults.

Secondly, lifetime learning must not be a subtle way of increasing educational and social gaps. At present, the facts show that it is doing just that. In 1969, adult education participants, according to the National Center for Educational Statistics, were 91.5% white, 7.5% black and 1.0% of other races. In 1972, adult education participants were 92.3% white, 6.4% black and 1.3% of other races. The number of black men declined in absolute numbers and this was particularly true for middle aged blacks between the ages of 35 and 54. Among the middle aged black male and female, there was a 22.4% decline in the numbers participating. The subject areas and places of study show an across the board decline except for the community colleges and community organizations. In occupational education in 1972 the ratio was 91.7% white and 7.1% black and change from 91.1% white and 7.9% black in 1969. There was also a marked decline in black enrollment in general education and ABE programs according to the study. One must be careful not to conjure long term trends from two sets of statistics. However, this data should cause us serious concern and force us to think of why there is a decline in black participation when the "learning society" is supposed to be in blossom. It could very well be that the ebbing efforts and concerns of the sixties for the advancement of minorities has manifested itself in adult education as well. Could it be that we as a country just don't care anymore? If this country is committed to a policy of affirmative action then it should reflect it in its adult education programs. It is there that efforts to over come previous discrimination should be visible. There can be no affirmative action program which does not include large amounts of education and training.

The issue is equally serious for poor people. Using $10,000 as a median family income though it was a bit below that in 1969 ($9,900) and above it in 1972 ($11,100) in 1969 4[illegible].4% of the adult education participants had a family income of less than $10,000. In 1972, only 35.5% of the participants had a family income of less than $10,000. This decline was true in all races. In vocational and technical education which traditionally has provided opportunities for low income individuals, the percentage of persons below the median of $10,000 in family income dropped from 5[illegible].0% in 1969 to 44.9% in 1972. The same is true of those with poor educational backgrounds. Though there are more better educated persons today, the percentage of participants with less than a high school education has also dropped in this three year period.

Of particular concern to me is the activity of employers in providing and financing further education. Employers make up the second largest source of support for adult education. Yet their committment to minorities is also dwindling. In absolute numbers black men supported by employers has declined between 1969 and 1972.

In 1972, the representation in employer programs is 93.1% white, 5.6% black and 1.3% of other races. This exhibits a decline in the percentage of blacks participating from 5.9%. Between 1969 and 1972, employers also supported fewer people with a high school deploma or less. In 1969, 14.1% had less than a high school diploma and 62.6% had a high school diploma or less. In 1972, 11.3% had less than a high school diploma and 54.2% had a high school diploma or less. Further, employers tended to concentrate more effort and funding on younger blacks, other minorities and women and proportionately more of their efforts on middle aged white men. They also support less general education than they have in the past - particularly for blacks. This dismal record of industry is cause for great concern because here it again it shows a turning away from principles of equal opportunity and affirmative action.

It may be this shrinking committment on the part of employees which forces less emphasis on jobs than in 1969, despite retaining its predominant position as a reason for black participation. On the positive side, there is a significant increase of minorities who are engaged in management education programs.

Those with more are getting more and those with less have relatively less. And unless there is strong action to counteract it, there is little prospect of a turnaround. There is very little overtly malicious about these statistics. Understaffed programs have turned to their easiest constituency - those who like themselves - have education, money, and social status. Very often we find that a tracking system of sorts appears which place the minorities and the poor in institutions and programs of lesser stature and often dubious quality. Further with greater percentages of minorities in the future, the apparent unresponsiveness of adult education to minorities is of greater concern.

Education cannot become the province of the rich, the well educated and the privleged. Learning is the right of all people. It has stood long in the popular mindthat adult education has been the way for immigrants and other to join the American mainstream. The dream is a good one. Lifelong learning cannot be a vehicle for perpetuating lifelong inequality.

The central issue of lifelong learning is one of access to knowledge for all people - not just a few. Knowledge is increasingly important in this society. It is important in terms of the new knowledge and technology. It is important in the transition from a manufacturing to a service economy. It is important in order to deal with the personal and political decisions people face on a day to day basis. Knowledge in many ways is power. The distribution and access to knowledge directly correlates to the distribution and access to power, and the ability to exercise control over one's life.

There is a mythology gaining credence today that Americans are overtrained. We are not overtrained. Rather we have faltered in our will to adjust the character of social institutions to the better education of our citizens. We can do job redesign to use skills more effectively and to integrate learning and working. Yet, job redesign cannot be seperated from the need for a full employment economy where each person who wants to work has a decent job. It is cruel and dangerous to assert that working people and poor people and their children should somehow stifle their aspirations to learn and better their life.

Lifelong learning does not justify itself when it stands as an obscure educational doctrine or as a new code word for the same old things. Though I am for the advancement of knowledge by any person or any group of people and the opportunity to grow and believe that to learn is a fundamental right of all individuals which government ought to encourage to the maximum and only for very good reason to discourage, federal concern should be focused on equalizing opportunity and providing leadership.

Lifelong learning must be as its name implies - lifelong. It involves the young, the middle aged and the older adult. We know one thing about our learning society, though many people are served well - compared to the general needs for improvement and some standard measures of efficiency - including college board scores, and the APL study - we are not doing the job as well as we need to. We will need to have the courage to think through some imaginative and effective ways to restructure American education within the powerful concept of lifelong learning - so that all Americans learn what they want when it is best learnt for them. It is possible that such restructuring could increase the efficiency of learning so that our dollars can be more widely and wisely spent. This, however, is a long term question which the educational profession and the general public must join in debate.

One might reasonably ask whether Title I is the best place to place a lifetime learning effort. While it is certainly highly reasonable, it is also far from being the most effective placement. I would like to review some pieces of legislation which could have broad impact. The number one place is the Internal Revenue Code. It can be used to a tremendous degree to promote lifelong learning and job creation. Recent discussion should prompt some action.

The trickle down, Gerald Ford scheme for job creation is unbalanced and inadequate. If the Administration can create tax breaks for big business to create jobs, why can it not provide tax breaks for workers to protect and create jobs as well?

The assumption underlying the Ford proposals as outlined in the State of the Union message that unemployment can be turned around by increasing the profits of businessmen thus enabling them to invest, increase production, and therefore, hire more people.

While this may hold true, it is seriously lacking as a comprehensive solution. If we allow tax breaks for business investment why don't we provide tax breaks for employability investment for individuals. A working person pays taxes, and does not draw on unemployment insurance, or welfare benefits. Therefore, Section 212 (f) of the Internal Revenue Code should be changed to allow deductions for persons earning under $20,000 per year for education and training related to career advancement up to $1,000 per year on a sliding scale.

At present, the law only allows deductions for educational activity geared towards the basic maintenance of one's present position. Section 212 (f) specifically disallows deductions for "expenses of taking special courses or training" and"expenses such as those paid or incurred in seeking employment or in placing oneself in a position to begin rendering personal services for compensation". The regulation disallows anything but minimum educational requirements for the maintenance of the present position and deny studying for a new business, trade, or even a substantially different position in the same firm. (IRS regulations § 1.162-5 (b)(1) and (a)(3). This discourages the kind of upward mobility that we urge in other pieces of legislation. The legislation also goes against goals of affirmative action. A business man can deduct the cost of his Harvard Business School course. His well educated female secretary taking the same course could not deduct it.

In the case of a worker whose job is in danger of being abolished either for reasons of bankruptcy, reorganization, or the obsolescence of skills, or of a person whose chancefor career ladder advancement is grim if existent, or of the person who feels stultified in their job, new avenues of training and education may be necessary. There are 10,000 or so business failures each year. *The Boundless Resource*, by Willard Wirtz, and the National Manpower Institute. estimates that at least 1.3 million people each year move from one major occupational area to another. It goes on to say, "There are about 2.3 million adults in this country who earn less than a poverty income though working full time for a full year. One study "examined some 7 million jobs in 11 industries and found that 2 million of them had no progression opportunities in the employing company." At present, either that cost must be paid for by the individual who is aware of layoff or other problems and is saving some money for basic essentials or does not make very much money to start with. Another option is to go on unemployment and perhaps be admitted to a training program. Further, this proposal could be used by workers to update their skills to maintain their jobs without the narrow definitions of the present hovering over them. In addition, women reentering the labor force could avail themselves of this provision. Also, enterprising workers could use this to gain the skills to help start businesses of their own and perhaps in a blossom out fashion hire other people. Productivity gains might be realized from some of this education and training. While it is true that not all workers are more productive if they get more education it is true with many. In addition, this would stimulate enrollment in institutions of education.

Though President Ford talks about more individual freedom, his job creation programs inhibits personal initiative. Jobs have been relegated to the promises of big business and big government (CETA). Meanwhile, small businesses are failing right and left and there is a greater concentration of ownership. Allowing individuals the leeway to create their own credentials and job opportunities spurs the values of independence and entrepeneurship that we adhere to in America. This is not only a sound policy for the present unemployment crisis but it is a sound policy generally. Businesses have been able to write off their training expenses, individuals by and large have not. The development of a national committment to lifelong learning requires a recurrent education component which allows workers to retrain and advance. The facts are that at present people change jobs six to seven times and major occupational groups one to two. This is accelerating and we need to prepare for it.

The present climate is ripe for such a proposal. There will be a reconsideration of tax proposals to help create more jobs. The schools and universities are finally more aware of the needs of adults and can be more effective in providing knowledge and guidance. More citizens want and need career development training then ever before. Hence, a balanced program would encourage business and indivudual initiative for job creation, maintenance, and upgrading.

In addition to tax reform which would aid working adults, something more needs to be done to help those who are unemployed. As a policy we should be encouraging counter cyclical involvement of workers in education. In down times of the economy it costs less and there is more time for education and retraining. There are two mechanisms for this support - unemployment compensation and the Comprehensive Employment and Training Act.

The Unemployment Compensation provisions are interesting because though programing provisions are left largely to the states the Congress saw fit to enact 3304 (a)(8) of the Internal Revenue Code which says, "Compensation shall not be denied to an individual for any week because he is in training with the approval of the State Agency." Further, 42USC 607 authorized federal allowances for any participant in a training program who is denied benefits by the state. Hence the Federal government has interpreted training as a federal concern. However, most workers do not know this. An amendment should be offered which requires the states to inform workers of their privleges and urges broad eligibility in terms of employability training. In addition, CETA should be used to help link up public and private cooperation in the education and training of adults.

An additional concern is the issue of guidance and counseling. We know enough now about how to develop community based counseling which will significantly help workers, minorities, the elderly, and women so that 1979 may be an unnecessary waiting period. The experience with the Regional Learning Service in New York, the Home-Based Career Counseling Center in Rhode Island, our counseling programs at Rutgers, and over a dozen other locations in the country through the Office of Education, FIPSE, NIE, and other state, federal, local, and private funding sources provide the solid experience to move us towards low cost and effective adult educational counseling services in the very near future. Therefore, Section 155 (4)(E) should be given greater scrutiny in terms of focus and funding. The opportunity for action on this issue might be in conjunction with the Educational Opportunity Centers funded under Title IV A, Subpart 4 (20USC1070d-1), Sec. 417B (b)(4) of the Higher Education Act.

The effort under discussion today is commendable. It may provide some money for some much needed planning. It is, however, as you have indicated, a modest attempt. I have appended a part of a large study which a number of collegues of mine and I pulled together for the U. S. Office of Education. The total package is an 830 page compilation of some federal laws affecting lifelong learning. I would be more than willing to make any part of that study available to you.

It is particularly apt that this bill is being considered by a subcommittee of the Senate Labor and Public Welfare Committee. One reason is because it implies the condiseration of the issues I have presented today of the involvement of Labor and a focus on the public welfare and social justice. Another is the active interest and activity in this area by Senator Harrison Williams from my state of New Jersey. He has been successful in the past in helping to create educational and cultural trust funds for the labor movement and on many other issues which provide quality education for working people.

I strongly support the farsighted objectives of the bill. My only qualifications are the need for stronger mandates to work with the labor movement and to assure lifelong equal educational opportunity and that concurrent legislative efforts should be explored.

TESTIMONY

OF

JOHN B. MARTIN

LEGISLATIVE CONSULTANT

to the

NATIONAL RETIRED TEACHERS ASSOCIATION

and the

AMERICAN ASSOCIATION OF RETIRED PERSONS

before the

EDUCATION SUBCOMMITTEE

of the

SENATE LABOR AND PUBLIC WELFARE COMMITTEE

on

S.2497, Lifetime Learning Act

Thursday, December 18, 1975

I am John B. Martin, former Commissioner on Aging and Legislative Consultant to the National Retired Teachers Association and the American Association of Retired Persons. I am pleased to appear before you today because of the significance of the Lifetime Learning Act and its implication for NRTA-AARP's combined membership of more than 8 million persons and for many other older Americans. With me today is Sandra Timmermann, Associate Dean of our Institute of Lifetime Learning first established in 1963.

We commend Senator Mondale for taking leadership in supporting a lifetime learning act. Federal leadership in adult education is critical at this time as our nation realizes the increasing value of providing educational opportunities for all its citizens, regardless of age.

Until recently, the older person has been forgotten -- if unintentionally -- as a potential learner. In the opinion of NRTA-AARP, education is critical to the quality of life and the mental and physical well-being of all older persons.

Today, a higher proportion of older persons are living to the age of 80, 90 and 100. More and more persons can anticipate 30 years in retirement. In a rapidly changing society, citizens of all ages -- and particularly the elderly -- must acquire new skills to cope with life, to be qualified for reemployment and to offer service to their communities as volunteers.

NRTA-AARP has long been committed to the concept of lifelong learning. Its founder, Ethel Percy Andrus, a retired school teacher, believed that older persons should not be denied an opportunity to remain mentally fit. She established the Institute of Lifetime Learning to provide adult education programs specifically designed for older persons. Twelve years ago, there were few programs of its type in the USA.

Today, it might be said that the concept has "come of age" as growing numbers of colleges, universities and other institutions have become committed to providing education for seniors.

Our Institute of Lifetime Learning now works cooperatively with educational institutions, organizations, legislators and the older population to develop meaningful programs and services. It serves as the liaison in the education community for NRTA-AARP and its programs.

Included in the mission of the Institute of Lifetime Learning are consultation with persons working in the field of aging, dissemination of information to older persons about educational opportunities, stimulation of new learning options and research, and the development of educational materials.

The Institute also sponsors extension institutes in various locations in the country which, in cooperation with educational institutions, offer programs and courses which are geared to the needs and interests of the older learner.

I would like to submit for the record more detailed information on the programs of the Institute of Lifetime Learning.

We are concerned that, despite research conducted on learning characteristics of the young, little is known about the adult learner. There is a need to develop methods and programs which reach out to low income adults who do not generally participate in adult education. The elderly comprise a sizable proportion of this population group. Many are isolated from learning experiences because of immobility, small incomes and lack of transportation. In the final analysis, they are unaware of existing programs, do not consider educational experiences relevant to their needs or are afraid to participate. Experimentation in designing effective counseling and referral systems could assist in changing attitudes of these elderly and increasing services for them.

We are well aware that learning, particularly for the older person, takes place in non-traditional settings -- through organizations outside the formal educational structure and through self-directed study. We encourage research and developmental projects in this area.

We recognize the importance of establishing lifetime learning as a national priority. We need to look at the federal government's role in adult education and investigate alternative methods for public financing. We also need to identify and review existing lifetime learning programs in order to make information about them available to the public, to evaluate their effectiveness and to facilitate coordination.

Lifetime learning is a "two-way" street, benefitting both the learner and the teacher. Older persons represent an invaluable resource in our society and offer many years of life and employment experience. They not only can be the "recipients" of a Lifetime Learning Act, but their wealth of experience also can be utilized in helping others to learn. Older persons should be considered a resource as we look to extended lifelong learning opportunities.

We thank Senator Mondale for introducing the Lifetime Learning Act. It represents an important first step in working toward the goal of providing learning opportunities for all persons, and we are proud to offer our support for S.2497.

II. Articles and Studies

A SYNTHESIS OF SELECTED MANUSCRIPTS ABOUT THE EDUCATION OF ADULTS IN THE UNITED STATES

Prepared for The Bureau of Occupational & Adult Education,
The United States Office of Education,
By James R. Broschart

February, 1976

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A SYNTHESIS OF SELECTED MANUSCRIPTS ABOUT THE EDUCATION OF ADULTS IN THE UNITED STATES

Preface

The Steering Committee on Lifelong Learning, at its last meeting, requested a set of study documents in order to advise the Bureau of Occupational and Adult Education in developing a position statement reflecting the Bureau's sense of the central issues surrounding the concept of lifelong learning. Additionally, such a position paper will give BOAE a place to state its view of the implications for formulation of public policies which might be appropriate to the field of lifelong learning.

The present essay is an attempt, by a single reader, to draw together the content of these study documents. The purpose of this synthesis is not to offer a draft position paper to the Steering Committee or to BOAE. Rather, it is to provide a manageable and, hopefully, accurate portrayal of this massive set of study materials. The documents represent, literally, over a thousand pages; they address in detail and in depth the following broad topics as originally requested by the Committee:

I. An overview of the state of adult learning in the United States today.

II. Evaluation of the benefits of adult learning.

III. Projections and estimations of the future needs of the American society and of the implications for adult learning.

IV. Assessments of the major problems confronting today's adult learners.

I have here undertaken to report on the total array of documents which were developed around these requests for examination of such topics. To support this discussion I have extrapolated from the manuscripts and included as an Appendix a topical outline of the "state of the art" of adult learning today.

In order to focus the aim of this undertaking I have drawn upon all of the materials for information relevant to three broad areas of investigation: a) The Adult Learner, b) The Context for Learning, and c) Lifelong Learning: A Conceptual Frame.

To accomplish this outline I have mixed and matched information from the various study documents and extracted statements from the work of the various writers. Inevitably such an approach has wrenched from the original contexts of each study report and thereby may have deteriorated its intended usage. My purpose in doing this was not only to collapse the information from these various and broad sets of sources into a somewhat abbreviated format, but also it was intended to abstract from the documents those pieces of information which, in my judgement, might elicit the broadest response. Since the audience for this essay is a group of selected professionals whose reactions are sought because we share a common concern for the concept of lifelong learning, it is to be hoped that our responses will, in turn, provide an additional source of assessment and analysis in respect to future public policy for lifelong learning.

James Broschart

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INTRODUCTION

This essay intends to present an overview of adult education in the United States, based on a variety of expert sources which were directly solicited for contributions to this effort.

Several outcomes of such an effort at synthesis should be noted. One is that few experts whose work was requested agree on certain basic usages, including the definition of key terms for this discussion. Many of the writers differ over the conceptual base for the field of adult education. Some of the writers also use the term 'lifelong learning' and address the concepts underlying such a phrase; again, they differ and often disagree about the meaning to be ascribed to this term and to this area of professional concern.

Here the chief caution to be expressed, based upon such an examination as this, is that future development will be difficult if present disagreements persist. The road ahead for adult education and for the emerging concept of lifelong learning is as yet unmapped; it would seem that a necessary first step along that road would be the development of generally acceptable common terms to be employed in describing our future course as we work toward constructing a conceptual frame within which both adult education and lifelong learning can relate as fields of endeavor.

Secondly, confusion exists regarding the client for adult education. None of the writers show agreement in delineating the universe of adult learners, and many contribute to disagreement by the lack of correlation with which these population groups are identified and counted; much of this lack of compatibility among the writers can be traced to idiosyncratic ways of dividing up the general population into various groupings based on individual senses of the concepts of learners, of the definition of learning and of education, and by moving between the concepts of education and schooling without clear stipulation of usage.

Finally, all of the writers whose work was requested disagree about delivery methods and systems for education. Again, much of the resulting confusion hinges upon various usages for the terms themselves; learning services and educational services are often used interchangeable by the several writers, and each tends to use these terms in unique ways so that no general discussion of delivery can be derived from the total cumulation of information and opinion developed by these experts.

Again, the conclusion is clear. Until general agreements can be attained regarding the basic terminology and the concepts underlying the areas which we wish to address with our use of such phrases as "Adult Education" and "Lifelong Learning" little substantial progress can be expected in determining the policy questions and issue priorities which seem to be crucial for us to confront at this time.

Consequently we have, both in this country and internationally, an emerging body of literature which appears to be addressing the same ideas and concepts but which in fact has produced much talk at cross purposes. The language of the field is cumulating toward confusion rather than coherence.

As a result of this growing dilemma it has become necessary to go outside of the collection of manuscripts originally requested. In order to seek out some basic definitions for many of these terms and some needed information regarding underlying concepts a number of additional sources were inspected. This material has been incorporated in order to provide a basis for examining the problems of clarification and definition.

3

THE PUBLIC POLICY ISSUES

What are the public policy concerns for the development of a concept of lifelong learning?

-In itself, a first order concern for policymakers is whether it is in the public interest to conceptualise around a term such as 'lifelong learning' at all. What are the implications in respect to already existing public policies for education and learning?

-Can a concept of lifelong learning lead to programs which will help resolve national problems? If so, which problems and to what extent? Just as important, what problems are not likely to be susceptible to solution by these means?

-Is it more important to address other public issues and problems at this time?

-What is the responsibility and/or role of government at all levels, both in supporting a concept of lifelong learning and in implementing this concept through program development and delivery?

-Who is the client who would benefit from lifelong learning? What are the wants and needs? Are these determined by individuals, by social groups, by experts, or by officials?

-What programs and policies, both new and already developed, would best implement a concept of lifelong learning?

-What delivery systems are most appropriate to support those programs?

-How can access by the individual to opportunities for lifelong learning be developed, or controlled, or assured? What is the relationship among access to formal, non-formal, and informal education and learning?

-What is the role of government, educational establishments and agencies, and other institutions at national, state, and local levels in both program development and delivery service?

-What is the role of sectors such as business, industry, labor, media, and other private enterprise?

-How can programs which implement concepts of lifelong learning be financed? What are the issues and implications for funding strategies such as individual entitlements and the like?

(continued)

-Should program development for lifelong learning be concerned with such issues as the transitions from youth to the successive stages of adulthood and old age? The relationships among generations? Family and community life? The relationships between life and work? Between work and education?

-To what extent, if any, should accreditation, certification, evaluation, and reciprocity be policy issues for lifelong learning, and at what level(s) should they arise?

-How should the interests of both "consumers" and "providers" be protected? What are these interests?

-Are there special needs of minorities and the disadvantaged? If so, should these be met by special programs and policies?

-Is there a way of constructing a concept of lifelong learning, and conceiving of programs to implement it, that serves the total population of the nation and leaves no one "outside"?

This list of policy issues is admittedly the tip of the iceberg: what lies beneath the surface?

THE ADULT LEARNER

At the outset let us distinguish the adult as a person who is over the age of 16 and is likely to have social roles and responsibilities different from youth or children. If the adult is not enrolled formally as a full-time student in an educational institution this individual typically has multiple pursuits involving work, family, community, and individual interests. Thus the adult has economic, domestic, and citizenship requirements which claim his time and attention.

These two aspects are crucial--time and attention--when we add to this characterization of an adult the additional dimension of being a learning individual. We thereby generate specific and significant new conditions for learning which differ from those which we attribute to children and youth. These new conditions are not only a function of the availability of time and attention, they are also a result of the self-view which an adult holds.

The characteristics of the adult learner, generally speaking, can be grouped into four categories (after Brunner, 1959). They furnish us with a general view of the adult as a learning individual:

> (1) The self-concept of an adult as an individual has shifted from a dependent toward a self-directed view. Hence, according to Brunner, learning situations work best for an adult when there is a mutual teacher-learner responsibility for evaluation of educational needs, setting goals, formulating objectives, and evaluating successes.
>
> (2) Since the adult has a reservoir of life experiences, new learning should use methods and techniques for building on these experiences. Therefore a shift away from traditional transmittal techniques--lecture, assigned

> reading, and the like is called for; instead, action-learning techniques of case method, critical incident processing, discussion, simulations, and projects are apt to be more fruitful to the adult learner.
>
> (3) An adult's readiness to learn is almost always coincident with his immediate developmental task in respect to role and responsibilities, as compared to the younger learner's inclination to relate learning to self-development and the discovery of personal identity.
>
> (4) Consequently the orientation to learning differs with the adult in that his desire to learn is directly related to immediate application. There is a present-orientation rather than the more youthful orientation toward the future. This implies that a shift from a subject-centered focus to a problem-centered viewpoint is appropriate for the adult. Life problems take a precedence over learning patterns involving logical subject development. (from Brunner, ibid.)

However much these tenets are open to investigation and debate, the learning theory and educational methodology which has been developed on the basis of these perceived characteristics of the learning adult has been given the name andragogy to distinguish this body of theory from more traditional pedagogy. European investigators, particularly in Yugoslavia, Germany, and Scandinavian countries, have been largely responsible for articulating the emerging concept of andragogy in research and literature generated over the past half-century (Knowles, 1969).

It is valuable to examine these andragogical requirements and measure them against the primary tenets of the two dominant learning theories and educational methodologies in contemporary education: humanism and behaviorism. Even though conceptualization around the field of andragogy has not yet gained widespread acceptance in this country, some American research tends to support the preceding analysis by providing us with revealing data on the characteristics of the adult learner in respect to both humanistic and behavioristic practices (c.f. Bortner, et al, 1974).

Some Definitions of Learning

Learning can be understood to signify in its broadest sense

> '...the process by which an activity originates or is changed through reacting to an encountered situation, provided that the change cannot be explained on the basis of reflexes, instincts, maturation, or temporary states of the organism such as fatigue or drugs...'
> (Hilgard, 1956)

This broad universe of activities which initiate and support change in the organism exclusive of growth (where behavior matures through stages irrespective of intervening practice) might be usefully diagrammed in the following manner:

HUMAN LEARNING:

<table>
<tr><td colspan="5">A. Random Learning</td></tr>
<tr><td rowspan="3">B. Family & Socially-Directed Learning</td><td colspan="3">C. Education</td><td rowspan="3">D. Self-Directed Learning</td></tr>
<tr><td rowspan="2">C1. Compulsory & Formal Post Secondary Schooling</td><td colspan="2">Adult Education</td></tr>
<tr><td>C2. Formal Schooling for Credit</td><td>C3. Non-Formal Delivery Systems</td></tr>
<tr><td colspan="5">A. Random Learning</td></tr>
</table>

(Adapted from ISCED Handbook, 1975)

Referring to the categories described in the above chart, we can further distinguish deliberate learning from random learning. Alan Tough (1973) can describe learning slightly more narrowly than Hilgard by referring to deliberate "projects"

> 'a learning project is simply a major, highly deliberate effort to gain certain knowledge and skill (or to change in some other way). Some learning projects are efforts to gain new knowledge, insight, or understanding. Others are attempts to improve one's skill or performance, or to change one's attitudes or emotional reactions...'

Thus Tough's universe of learning excludes category (A), random learning, while retaining all other subsets of the learning universe.

Roger DeCrow (1975) establishes a broad premise which cuts the Tough universe in two: it is that most learning accumulates from our daily experiences mediated through personal interactions with family and friends in local contexts (category B); however, many important learning needs require methods with structural learning experiences, some form of instruction, and a conscious planning for continuity. Structure, planning, and purpose may be self developed by the individual (category D) or offered and delivered by some form of institutional system (C categories C_1, C_2, C_3).

In this latter set, Stanley Moses (1975) is concerned with separating the educational Core, or those formal primary, secondary, and postsecondary educational institutions (sub-categories C_1 and C_2) which are based upon accreditation and cumulative credentialing, from the educational Periphery which includes those institutionally-delivered educational services which have little or no requirements for access based upon prior achievement of credentials (subcategory C_3). For Moses, the continuumof Core education is either sequential (C_1) or it is recurrent (C_2), but in either case it leads to some form of recognition based on cumulation of educational experiences (certifications and degrees). Peripheral education is not cumulative and does not lead to recognized forms of credentials.

We can readily see as we move through these definitions and compare them against our chart construct that the emphasis both implicitly and explicitly has shifted toward institutions and away from individuals, from learning toward schooling. In recent decades we have come to think of education, especially in the mode of schooling, as wholly representative of legitimate learning. Categories C_1, C_2, and C_3 have come to represent, for many of us, the understood universe of learning.

Warren Ziegler (1975) reminds us that there is an absence in most of our discussions of any clear distinction between learning and education. Since, as he observes, we are charged with aiding in the formulation of a concept of lifelong learning and not one of lifelong education, we should seek to be careful in preserving this crucial distinction. Hopefully the schematic which we have utilized above will aid us.

Accounting for self-directed learning (Category D), family and socially-directed learning (B), and perhaps even aspects of random learning (A) may become a necessary element of our considerations of policies in support of learning which is to be life-long. For example, if we confine ourselves to discussing the delivery systems necessary to service the learning activities described by Moses in his Core/Periphery (C_1, C_2, C_3) we can talk usefully about feasible ways to bring instructional materials and providing agents together with learners in some identified setting. However, if our concern shifts from education to learning we may also shift the focus of our discussion and concentrate instead, say, upon ways in which we might make the conditions of life such that learning experiences are facilitated and impediments to learning are removed. This form of discussion may not involve the delivery of anything at all except "elbowroom" and a guarantee of milieu.

Thus it becomes highly significant for us to take up as a first-order question what it is that we are talking about when we initiate a conversation around the term 'lifelong learning'. How much of the universe of learning is it necessary for us to consider?

One tactic might be for us to enlarge the scope of the concept of 'education' to include other sectors beyond the present ones--say into the realms of self-directed, family, and socially-directed learning. This would extend institutional control and would enable us to exert that corollary to control, accountability. In fact, we can detect movement into this direction already, with such devices as the creation of recognition of life experiences through assessment for credit. In this present era, such a broadening of oversight and purview is both attractive and legitimate.

On the other hand, we might argue the alternative tactic: considering the legitimacy of learning as a spontaneous undertaking which has its own internal mechanisms for achieving balance and setting levels of fulfillment. This would mean contracting the educational establishment--getting "out of the way" of learning. We see contemporary advocates of a deschooled society present both reasoned and impassioned arguments for this outcome, ranging all the way from burning down the schoolhouses to dismantling them carefully enough to save the bricks.

A third alternative is to simply recognize that what we mean by education is something other than what we mean when we refer to learning, and that the former is a subset of a larger universe.

We might go a step beyond this to recognize the legitimacy of learning and to speculate about ways to invest it with a status equivalent to that which we have traditionally accorded to education, especially schooling.

This third alternative is one which we might look at hard and thoughtfully, for it is possibly the one which might have the most immediate positive impact. The formulation of a national level of public policy which recognizes learning as a worthwhile undertaking throughout the lifespan is clearly necessary. The trick is how to develop support for such undertakings which neither destroys the present system of education in this country nor creates a new and larger system of coerced learning as a prerequisite for full participation in work and community.

Theories of Learning

Learning theory and research is a rich, complex field and we can readily recognize that it is one caught up in change and revision as new investigations proceed. It can be touched upon only briefly here for the purposes of the present essay. The level of our interest is, at best, an acknowledgement that this field of endeavor is a basic and necessary part of our conversation and requires serious reconsideration if our attention is to be drawn to learning as it occurs over the life-span. As we know, there are two essentially broad areas of speculation about human learning which today have widespread currency: Behaviorism and Humanism.

Humanistic theories of learning develop around a central concept of the individual who is in control of his own learning behavior. The theorists who speak to this view specify internal controls a. primary over external influences such as environment, schooling and teaching situations, or the social milieu (c.f. Combs, 1974; Silberman, et al, 1972; Maslow, 1962, 1970). Piaget's schema, wherein every piece of "new" knowledge is required to fit into the developing individual's already-established organization of prior knowledge also tends to support such a view (c.f. J.M. Hunt, 1961). A learning theory of this sort also illuminates certain models of "good teaching" which may lead to effective learning for adults. The good teacher is sensitive to the learner, supportive, and positive in developing enthusiasm for learning (Rosenshine and Furst, 1972).

Humanism appears to depend for its success as a learning theory upon its recognition of the status and the needs of the individual who choses to learn. It evokes learning by capitalizing upon inner desires to gain information or to change behaviors (Rogers, 1969). It is a view which stipulates that learning is, for the most part, an individually-initiated activity; in respect to children and youth it depends upon personal readiness and acceptance, and in the adult it depends upon the added dimension of the acceptance by the individual of a large measure of responsibility. Thus humanistic theory seems particularly responsive to a concept of adulthood as recognized by our culture wherein the individual is held to be responsible for his own actions.

The contemporary investigators who have developed and speak on behalf of a behavioristic theory of learning base this view on a conception of man operated upon by his environment--especially those external events and encounters which reinforce behavioral outcomes. Thus the primary control of learning is always vested outside the learner. A great deal of research has been going on for decades to develop and substantiate this position (Bandura, 1969). Much of this evidence is based upon laboratory investigations, and large-scale attempts to apply behaviorially-derived operant learning techniques to either children or adults in the general population have not been fully achieved (although see Barker, 1968). Despite B.F. Skinner and his followers, who claim 100% applicability (Skinner 1968, 1971), other equally prestigeous theorists, such as Piaget, remark that behavioristic theories do not deal with man as an intellectual and intelligent being. Behaviorism has led to techniques, however, which have successful applications to adult learning especially in the realm of self-paced programmed instruction where the learner becomes more than a passive recipient of information (Cavanagh and Jones, 1968). It has been shown that fast and efficient learning can take place when the learner deals with discrete units of information within a carefully controlled learning environment (Ferster, 1968). The basic principles of operant learning techniques, derived from behavioristic theory, are (1) precise identification of instructional objectives, (2) self-paced learning, (3) immediate feedback or reinforcement contingent upon learning, (4) positive reinforcement rather than negative, and (5) sequencing of presentation, typically in stages or modules, with feedback following each step (Buckley and Walker, 1970).

Much current practice has developed out of these basic but broad conceptualizations about human learning. Two such models for learning offer much for us to consider.

One of these is that learning consists in information processing. This model conceives of the individual as a complex system for perceiving and then processing information (Ausubel, 1968). Within such a conceptual stance there are variant models, ranging from one of basic input-output levels of retrieval, then one of gathering, organizing, structuring, and selective retrieving, all the way to very complicated system constructs which invoke terms such as 'rational', 'mathematical', and 'logical' as descriptors of the individual as a learner. Control of learning in these constructs is both within and without: external information must be made accessible, and individual internal mechanisms must be willing and able to gather and process it. This is a significant difference from the strict behaviorist view: the internal control of the individual is instrumental in modifying the externally-delivered information. The learner, in effect, recycles the information he has already stored in modified forms, and may in fact add to it or revise it depending upon his own expectations (Festinger, Caren, and Rivers, 1970).

The computer analogy is tempting and is frequently utilized. Man is the best sort of computer, however, in that he possesses the abilities for decisionmaking. He can and does process information into hypotheses, concepts, strategies, and then initiates actions (behaviors) based on this processing ability. The basic tenets of the information processing models are that they involve (1) prior learning factors, such as the learner's body of previously-acquired knowledge, his attitude, his sets or biases, and the processing instructions or understandings regarding the new information, (2) events that occur during learning, such as the way the material is presented and the way the individual relates his new information to previous knowledge, and (3) the cognitive organization/reorganization of information as it is stored, the recall process and events surrounding such retrievals, and the perceived uses of the information (DiVesta, 1974).

Consequently the adult learner with his greater volume of information accumulated over a longer lifespan is thought to be apt to develop complex constellations of knowledge and "know-how" to which new information is then added (D.O. Hebb, n.d.). Information processing models imply that the older learner thus has a much different learning response than does the youngster. An adult must be concerned with "making sense" in relating new information to the great amount he already knows. This means that a large part of the adult learning task is seeking the relevance, or the right relationship, of new input to previous experience. This is both positive in value--the adult learner rarely meets information that is totally new and cannot somehow be related--and negative. The negative aspect is that as one grows older, and his body of information grows, there is a likelihood that the cumulated information becomes highly structured, codified, and resists change. The adult, unlike the child, is likely to reject information discrepancies and contradictions to his own previously-processed "sets" of knowledge (DiVesta, ibidem). Another important issue in adult learning which is partially addressed by information processing models is that of memory deficits. A processing model invokes a possibility that such deficits in adults is a function of an impaired retrieval ability rather than faulty storage or memory. This would signify that learning modes for adults should include instruction regarding retrieval patterns and planning. The possibility for breaking learning down into such components as storage, memory, and retrieval is beguiling for investigators; however, this entire area of research into memory and recall is still in such flux that conflicting outcomes from a variety of current investigations prevent generalization (c.f. Lumsden and Sherron, 1975).

An *expectancy model* is another recent development in learning theory investigation. It speaks about the learner rather than about the act of learning by stipulating that if an individual is brought together with a new experience or a new bit of information, learning will necessarily take place. This view, then, attends to describing the ways in which learning can be most easily facilitated and least hindered by interferences. Essentially, the concept of expectancy deals with characterizing motivation. It posits a relationship between decision-making, or choice, and motivation by indicating that the effort which a learner expends is a function of the choice he makes among alternatives (Dachler and Mobley, 1973). The level of learning effort, and the degree of learning achievement, relates to the extent of motivation, the vigor and persistence of the learner's actions, and his expectancy for success.

The fact of learning is not questioned: it goes on. It is the extent of success which bears scrutiny. The expectancy model focusses on motivation because it is primarily concerned with explaining and predicting the results of learning. It is offered as an instrument for accounting for voluntary human behavior, and bases this on an inspection of preferences for outcomes. It then attempts to relate outcome choices to behavioral changes. Thus expectancy advocates assume individual abilities to anticipate; that is, the learner expects certain outcomes from his behavior, and chooses among outcomes those which, to him, are most desirable. In a broad sense, this sort of learning activity is based on fulfilling one's own prophecies. Simply stated, people learn certain things when and if that learning is deemed desirable and thus becomes an object of choice (S.S. Dubin and M. Okun, 1973).

The very fact that we have here a multiplicity of ways to account for human learning is surely significant. No one theory or construct from that theory can do the whole job of describing the complexity of the learning behavior of humans.

We might like to speculate about the possibility for fashioning an "eclectic model" from these various positions, by taking those bits and pieces which seem to work and fitting them together (c.f. Torbert, 1972). This does not seem to be altogether possible on a theoretical level, since each of these major schema for learning has inherent to it some elements which are incompatible and contradictory to the other. However, on a practical level, we might be well advised to take a hard look at "what works' regardless of its theoretical derivation.

Learning undertakings at all ages and levels are practices, not possibilities: we as learners tend to resort to those strategies which do work--given particular situations, particular needs, and particular learning objectives (c.f. Hickey and Spinetta, 1974; Guttentag, 1973).

Adult Education

Having invoked the views of various professionals concerning some descriptions of learning characteristics especially as they are applied to adults, we find that we will need to match this cluster of characteristics against the aims of educators of adults.

Education itself is a slippery term. Derived from the Latin transitive verb educere, 'to lead out of,' the dictionary tells us that education is '...systematic development or training of the mind, capabilities, or character through instruction or study. (2) The acquisition of knowledge or skills, especially formal schooling in an institution of learning. (3) Knowledge, skills, or cultivation acquired through instruction or study.' This dictionary (Funk & Wagnalls, 1968) further distinguishes education as follows:

> 'Education is the development and cultivation of the innate powers of the mind; instruction, the giving of information and guidance. Education may be gained by one's own efforts, but instruction is always imparted by another...'

Thus we see that education, so long as it is systematic development, may occur through instruction or through study.

However, the International Standard Classification of Education (ISCED) develops its definition of education upon the notions of organisation and purposefulness while using 'instruction' as a synonym:

> 'Education is organized and sustained instruction designed to communicate a combination of knowledge, skills, and understanding valuable for all the activities of life.' (ISCED, 1975)

We are thereby caught between two views: one which allows for an individual autonomy and self-initiation of systematic study, and one which invokes an external system with a provider of instruction.

If we pursue the more generally available usages of adult education we find that the same conflict continues to arise. Here are a representative set of definitions of adult education which have wide currency in the literature of the field.

Internationally, the ISCED statement on adult education is predictably derivative from its previously-cited usage of the term 'education.' An external providing system is implied: 'Adult education is synonymous with 'out-of-school education' and means organized programs of education provided for the benefit of and adapted to the needs of persons not in the regular school and university system and generally fifteen or over.' (ISCED, 1975).

DeCrow (1975), in addressing the conventional definition of adult education as it is used in this country, concurs in stipulating an organization external to the learner:

> '...(adult education) requires meaningful learning as opposed to simple information, sequential in nature, i.e. building from one step to the next, and therefore, extending over some period of time and involving, in one form or another, purposeful assistance from some teacher or provider.'

The Education Committee of the Organization for Economic Co-operation and Development expands on this version of adult education in its statement entitled "Learning Opportunities for Adults: Framework for a Comprehensive Policy for Adult Education" (OECD, ED(75)10):

> 'Adult education refers to any activity or programme deliberately designed by a providing agent to satisfy any learning need that may be experienced at any stage in his life by a person who is over the normal school-leaving age and no longer a full-time student. Its ambit spans non-vocational, vocational, general, formal, non-formal, and community education and it is not restricted to any academic level.'

With the exception of its insistence upon a providing agent external to the learner this is a most generous definition of the scope of adult education. It is explicit in its responsiveness to any need at any level throughout the lifespan. In this attempt at such a comprehensive definition it is interesting to note a requirement to envelop the areas of 'non-vocational, vocational, general, formal, non-formal, and community' education. We are struck by the great array of terms used to denote the various aspects of the adult educational undertaking in its organizational formulations. The Department of Education and Science of England and Wales remarks on this situation and reminds us of even more such territorial descriptions:

> 'In the stage beyond the school, the expressions 'further', 'advanced', 'higher', 'adult', 'tertiary', and 'recurrent' education are common currency but by no means self-explanatory.' (as cited, 1972)

Furthermore, in Japan the term 'adult education' itself is very seldom used; instead the term 'Social Education' applies to every type of learning activity outside of formal education (UNESCO, 1975).

The U.S. Office of Education has lately invoked still another term to deal with still another aspect of adult education:

> 'Career education is the totality of experiences through which one learns about and prepares to engage in work as part of her or his way of living.'

This appears as a policy statement, endorsed by the National Advisory Council for Career Education, in the NACCE "Interim Report" for 1975.

This iteration of labels for various sectors of the adult education enterprise does not begin to exhaust the available terms. The ways in which organized education for adults has been divided, subdivided, and redivided again creates not only confusion but serious conflicts in our attempt to clarify the meanings of these terms and their implications for both adult education and adult learning.

We are seized by a need to retreat to a more generalized and open viewpoint. Fortunately one is available:

> 'Adult education is a process whereby persons who no longer attend school on a regular and full-time basis (unless full-time programs are especially designed for adults) undertake sequential and organized activities with the conscious intention of bringing about changes in information, knowledge, understanding or skills, appreciation and attitudes; or for the purpose of identifying and solving personal or community problems.' (Liveright & Haygood, 1969)

Here, finally, is a definition of adult education which attends to the individual rather than to some organizational scheme. No external control or providing agent is required, although the use of such agencies is certainly possible within the broad frame of this definition.

It also becomes possible, within this definition's scope, to begin to aspire to an earlier-stated aim: that of matching the cluster of identified adult learning characteristics with some statement of the objectives of adult education. The adoption, or adaption, of such a viewpoint as this one offered by Liveright and Haygood would go far in permitting us to move toward the development of a conceptual frame for lifelong learning.

Adult Learners and Adult Educators

It is useful to review the characteristics of adult learners by examining them within the scope of our developing view of adult education. We can measure this "fit" against our generalizations from the major learning theories, in order to derive a sense of what alternatives for learning might be available to the adult.

On the face of it, the adult learner is characterized as a responsible and responsive member of society and, hopefully, is equally responsible and responsive when he engages in any educational transaction. Thus he might be very responsive to Humanistic methods. We are told that the adult is non-dependent and self-directed; hence a learner-centered milieu with freedom for the learner to engage in negotiation and transaction with a teacher would seem plausible. There is also strong evidence that the discovery method works well with adults, based on such practices as simulations, projects, and case-method analysis. The adult learner is willing to accept responsibility for much of his accomplishment; in a large degree he might view the teacher as a facilitator, although he would probably require a strong assurance of the teacher's degree of skilled preparation. Additionally, the adult learner would respond to variety rather than to repetition.

On the other hand, the same adult exhibits many traits which seem to pose a requirement for the methodologies of the Behaviorists. He needs specific and goal-related learning experiences, with stipulated learning objectives in order to capture his time and attention. He would appear to be interested in the teaching of subject-centered materials via the most economic and concise delivery systems.

When engaged in schooling we can detect a heavy investment by the adult learner in formal instruction and expository teaching; he feels he is paying for a certain level of expertise. This would lead to an implied emphasis upon teaching accountability as well as upon his own consciousness of an acceptance of responsibility as a learner. Here we might see the adult begin to "combine" those behavioristic and humanistic elements which most meet his needs as a learner. This adult would appear to be more responsive to a logical organization of material; he is, after all, the product of a prior generation with a decisive linear orientation, at least to the present day. Although the appearance of "freedom" is crucial to his self-image, he would apparently respond to the careful preparation by a teacher of a coherent lesson plan which exhibits characteristics of closure and is unambiguous. Thus he is likely to be much more accepting of a systematic methodology and it can be anticipated that spontaneity and improvisation would be dysfunctional if these methods suggested any sort of "aimlessness."

There is no question that the adult must be intrinsically motivated in order to reinvest himself in any learning experience, particularly one which is formal in any sense. However, it could be equally well argued that in the majority of the instances of adults seeking an educational attainment the goal of acquiring an extrinsic reward is also just as likely a major motivating force; i.e., gaining career mobility or status enhancements. Further, not only will the adult display a clear involvement in specific educational objectives, but he will also want some indication that these attainments have some broad, general outcome effect on his life as a person. The adult, as a complex human being, is both goal-seeking as well as in need of reinforcement and support. In short, he participates in all learning modes as needed.

Institutional Delivery

According to DeCrow, the major adult client pool for an institutional delivery system is the middle classes, especially those with some level of prior learning experience and strong vocational motivations. The disadvantaged, it is claimed, once past the age of compulsory attendance are less well served by institutional systems of any sort despite recent efforts to provide many forms of access; the upper classes, as adults, seldom participate in public program offerings but these groups often have elaborate and sophisticated private systems for keeping informed, as do the poor.

Broadly speaking, adults who can gain access, and who are motivated to want access to institutional delivery systems, will utilize every form and format available in achieving their learning goals. Based on a view of those adults who do become involved with institutionalized learning programs based on sequential, cumulative, and teacher-related elements, whether for credit or not, DeCrow indicates some fundamental statements almost anyone would employ to explain this aspect of the field:

- Adult education is overwhelmingly vocational in purpose.

  Its basic aim and appeal to many adult clients is to provide a "second chance" and to remedy those deficiencies in basic or advanced educational areas which impede employment opportunities.

- A second major objective, for adults, is to achieve instrumental and practical 'life task' education.

- Many Americans regard learning as intrinsically good. Adult education, in its dependence upon voluntary participation, encourages this view.
- Among supporting agencies for adult education, as well as among the adult clientele, this effort is clearly instrumental, a way of furthering some other mission or goal. Institutional delivery of adult educational experiences has been and continues to be primarily a "means to ends" undertaking.
- Adult learning programs, as formal endeavors, involve every topic, are located everywhere, utilize every means, and are aided by almost every major agency in American life (see Appendix).

Self-initiated learning

The adult learner, however, cannot be fully or adequately characterized by examining only those clients of institutional delivery systems, whether formal or informal, Core or Periphery. These clients are adults who by virtue of enrollment in some external programmatic undertaking, have already selected themselves out of the general learning population. Most of the American population, whatever their age, class, ethnicity, or background, learn outside any of the educational establishments of this country. Here is where our need to distinguish between learning and education becomes crucial to our discussion. Any taxonomy of the learning individual must address the characteristics of the total population, and within that universe education plays a part. The usage of these writers varies widely in discussing non-institutional learning and education.

Patricia M. Coolican, through her own research and in synthesizing the outcomes of several major recent investigations, achieves a broad view which is directed toward describing the learning activities of Americans beyond the school-compulsory age. Among her findings.

- Almost every adult undertakes learning as a consciously pursued activity in any given year. For her, 'Learning" is a deliberate effort to pursue a skill or a knowledge objective (as contrasted to informal or coincidental socialization, adaptation, or information indexing by persons).
- Most learning activities are initiated for practical reasons related to knowledge and skill needs for job, home, family, or recreation.
- The major planner of adult learning is the learner himself. Self-planned, self-initiated, and self-achieved learning accounts for approximately two-thirds of the total learning efforts of adults.
- Group-planned learning activities whether formal or informal, only account for 10 to 20 percent of the total adult effort in this country.
- Learning for credit constitutes only a minor proportion of the educational undertaking and investment of American adults.

Most significantly, the adults studied in several of these major investigations were asked to name their preferred learning environment. The clear majority (55%) name their homes as the site most suitable to their needs; the job locale was distant second choice (19%), and at the low end of the selection of sites only 3.5% name "school" as a 'most suitable place' for undertaking their learning pursuits.

Thus we find ourselves with a large universe of adult learners in this country: almost everyone. Of this population, a small proportion have selected to affiliate their learning undertaking with institutional educational offerings. Most adults, however, who regularly and consciously undertake to learn do so individually, autonomously, and idiosyncratically. Our attempts to understand the learning individual in this country must account for this majority despite definitions of adult education which would exclude them.

Learning Performance

Adding to our analysis of the learning individual, Stanley Grabowski reviews the literature which describes the many past and continuing investigations of adult "learning performance." His discussion is organized around J.W. Getzel's propositions about learning (1956), and he investigates these key topics in order to discuss learning performance: motivation, capacity, teaching techniques, learning styles, and learning environments. Grabowski uses 'learning' in the sense of results, or "performance" as its distinguishing criteria.

Thus he indicates evidence that the amount of previous education and the recentness of this educational experience has a direct impact on further successful learning performances. There is conflicting evidence over the role of learning environments and learning locales. Regarding most of the other topic areas, he finds that searching the literature does not produce sufficient enough evaluations to point to any definitive statements. In addition, many evaluations of adult learning performance have been conducted under laboratory conditions and not in actual classrooms or learning situations; thus there is some legitimate question of the relationship of these studies to reality. The most obvious outcome of his search, as he suggests, is that there is real need for significant efforts in evaluation of adult learning based on performance criteria as its indicator.

Grabowski suggests one area where it is important to recognize the characteristics of the adult learner. Many adults who do enroll in formal, institutionally delivered courses or programs drop out, and they do so for various reasons. Not the least of these reasons is because they have attained what they came to learn in respect to performance objectives, and perceive no further need or desire to finish the course (Daniel Solomon, et al, 1963; Roger Boshier, 1973).

Differences among teaching techniques have little demonstrable effect on the learning abilities of motivated adults in institutional programs: variances in gain were slight among various formats, including lecture demonstration, autoinstructional, telelecture, or other forms of programmed instruction (c.f. Askins, 1967; Blackwood and Trent, 1968; Neale, et al, 1968; Melching and Nelson, 1966). Grabowski mentions that one researcher (G.H. Jamieson, 1971) has concluded that age was a more significant variable than the mode of learning, in its effect upon retention: this claim, however, is not borne out by the majority of literature in the field.

Motivation itself is difficult to isolate. The assumed correlation that "good learning equals good motivation" cannot be confirmed because of the inescapable feedback loop effect of learning itself upon motivation maintenance and development (Jack Botwinick, 1967).

Finally Grabowski's literature search indicates that comparisons of full-time with part-time adult learners in respect to achievement levels have not yet been efficiently evaluated. In fact, both groups, when enrolled in formal higher education, exhibited greater performance levels than did the college-aged students beside them in the same educational settings (Beagle, 1970).

Verner and Davidson (1971) underscore the "one step removed" aspect of assessing learning achievement by stipulating that

> 'Learning is a more or less permanent change in behavior that occurs as a result of activity or experience. It is a process that occurs in the mind of the learner and is not itself observable. The _result_ of learning _may_ be observed...' (my emphasis).

Among the larger pool of self-initiating learners, Coolican (1975) offers some additional characteristics worth consideration. Previous assumptions that learning needs and capabilities decline with age will have to be reconciled with recent findings that considerable self-initiated learning is taking place among the elderly(Hiemstra, 1975). In evaluating factors which do affect the incidence of self initiated learning, demographics and previous levels of achiement are significant. Rural populations are most involved in self-initiated learning episodes, followed by urban groups. The fewest numbers appear to be in "small city" areas. The average number of hours spent in self-initiated learning was considerably less among those whose prior education was below grade 12 levels when compared with those who had completed high schooling; likewise, lower class and blue collar populations spent fewer hours per year on learning undertakings than did white collar classes, and the same differences were perceived when comparing unskilled to skilled and professional groups. Overall, it must continue to be noted that all population subgroupings, regardless of type, engaged in self-initiated learning activities to some extent on a continuing basis.

Life Stages

Until now we have been using the term 'adult' as a comprehensive way of distinguishing a large universe of individuals from another universe of children and youth. This level of generalization is no longer useful. Just as we have seen that learning theories are 'grossly simplified conceptions of the nature of man and are extremely limited in what they tell us about the human being ' (Travers, 1974), so also is the classification of the human population into adults and children a grossly inadequate way of labeling individuals who may differ from one another over spans of development and change which may encompass nearly a century.

Since we have been led to abandon the generic assumption that a single learning theory has to account for the universe of learning behaviors, we have turned our attention upon the learner and upon individual learning characteristics. It becomes necessary, then, to discuss learning as it occurs for individuals at different ages and at different stages throughout the lifespan.

Life stages are crucial to a consideration of learning. Some investigators have put forward the view that different learning theories and models for practice might well be appropriate for differing stages of individual growth and development. Clair Grays argues that the humanistic approach is most suitable to the needs and attitudes of both early adolescence and of the mid-life crisis. Other life stage characteristics might lead the learner to more readily respond to behavioristic techniques. Life stage, it must be noted, is not simply a function of age however; some investigators suggest that generation and cohort differences are even more significant than age differences in the development of a concept of life stage behavior (c.f. Hultsch, in Bortner, 1974).

Thus our attention is drawn to the view that any discussion of lifelong learning must deal not only with 'learning' but also with the notion of 'lifelong.'

Neugarten (1967) tells us that we must not overlook the development of personality; that is, 'the orderly and sequential changes that occur with the passage of time as individuals move from adolescence to adulthood.' Her emphasis is on the adult end of the spectrum of development, while noting that there have as yet been no major longitudinal research undertakings on men and women as they move from childhood to youth, from youth into middle age, or from middle age into old age. Nonetheless, as Neugarten points out, psychologists have thus far been primarily concerned with the first two of the seven decades of life, and the last fifty of the years of the human organism have been relatively ignored--especially by educators and those involved in articulating learning theory. She goes on to indicate that change during the lifespan is itself a learning experience; that the experiences of parenthood or of career success in middle age are developmental events which influence the personality and exhibit outcomes not unlike those attributed to the completion of a learning episode.

Theorists of development, including learning theorists, who begin by examining childhood find it easy to take growth--biological growth--as their model. Investigators working with this subgroup find it possible to almost take for granted the intimate relationship between physiological and psychological change, and much of this body of theory is based upon the biological clock as its reference. However, if the theorist takes this same point of view in respect to adult development it becomes very difficult, according to Neugarten.

We can stipulate four gross age-related lifespan periods: the period from birth through adolescence; the transition from adolescence to young adulthood through, say, the third decade of life; the middle-aged period from, say, forty through the fifties; and the old age period, a long and relatively unexplored range from the sixties through age eighty or so until death.

Each of these stages is different. Each exhibits a different individual with characteristics, capacities, and needs which are changing from day to day. The stages identified above are gross in the extreme: we are already conscious of the great range of change which occurs throughout the first stage, that of birth through the adolescent period. It is worth suggesting that the later stages bear an equally intensive examination for change. If we are to evolve a conception of learning for the lifespan, we must confront and encompass all of the ages of the human individual.

Supporting Neugarten's emphasis on the need for extensive investigation of the significance of life stage on the learning needs and abilities of adults in particular, Evelyn Duvall (1971) indicates that one of the most important aspects of life stage is the concept of "family life cycle." Each of at least four clearly delineated periods of family life affect individual roles and requirements within our society. Duvall distinguishes (1) the launching of young adult children stage, (2) the empty-nest, pre-retirement period, (3) the early retirement years, and (4) the final phase of life terminated by the death of the original husband-wife pair. These are, for Duvall, life-cycle periods which exist as distinct phases of experience and which have yet to receive the attention they require in evaluating learning needs and responses--as compared, say, to the extensive investigations which have already been undertaken regarding the periods surrounding mate selection, early marriage, and the parenting of young children through to adolescence. Even these more widely studied life-cycle periods have not been adequately correlated with individual learning requirements and responses.

Some authorities in the field of adult education do allude to life stages in presenting their views. Kurland (1975) argues that certain kinds of information should be reserved for later life:

> 'The maturity of age and direct involvement in life's decisions are preconditions for learning the key skills required by society. It may even be that excessive efforts to "prepare" people while young for roles in society that they will perform when older incapacitates many to perform these roles effectively either because they learn things that must later be unlearned or because, thinking they know all that is necessary to function as adults, they close their minds to further learning.'

Although this comment still treats adults as a total class, Kurland goes on to refer to Cyril Houle's views on the life cycle. Houle moves us closer to the issues as identified by Neugarten and Duvall by distinguishing certain periods in the lifespan as the "right times" to learn certain things. 'Some conception of a life-cycle is essential to anyone who wishes to understand or to practice lifelong education,' Houle asserts in "The Changing Goals of Education in the Perspective of Lifelong Learning." He goes on to observe that people will be motivated to study any subject if they know something of its significance and consequence, through personal experience or investment. Thus he indicates that there is a right time for certain kinds of learning: a time in life to learn how to be a wage-earner, a spouse, a parent; right times to lay the foundation for future learning, to learn how to be active in the world of affairs, and a time to learn how to age and to care for oneself as one grows old.

THE CONTEXT FOR LEARNING

We have come to a point where it is possible to begin asking some questions about the context for learning both as it presently exists for adults in this country and as it might exist in the future. Up to now we have accomplished, however briefly, an inspection of some prior considerations: we have sketched a profile of the adult learner and offered some definitions of learning. We have presented a general description of contemporary learning theories and matched these views against some major definitions of adult education. Based on such an overview we have discussed adult learning in the context of educational methods, institutional settings, and as a self-initiated activity. Finally, we have refined our use of the term 'adult' and broadened the scope of our discussion so that it is, in fact, concerned with learning over the lifespan.

In the course of this undertaking we have uncovered more questions than answers. Vast areas of investigation remain to be developed before definitive statements can be derived from them. We are made painfully aware that before we can move forward toward the construction of a conceptual framework for lifelong learning we must first attend to the "way things are." This includes an evaluation of the present barriers to adult access to learning, some consideration of what the future may hold in store for our population, and some acknowledgement of issues which arise from speculating about these present and future conditions.

Barriers to Learning

Institutional barriers, personal barriers, and social barriers all play a part in constructing obstacles, if not walls, around adult access to the experience of learning. Kurland & Comly (1975) discuss Institutional Barriers confronting most adults. Americans faced with time, job, and home-related constraints also face a planning barrier in respect to any institutionally-delivered educational experience. Most, almost without exception, settle for part-time access. This factor tends to divert their focus from their original learning goals, since first they must seek, uncover, and somehow evaluate those programs which are compatable with their time and geographical constraints. Thus they must concentrate on means rather than on ends, and hope their actual learning objectives will be met somehow. The search itself is time-consuming, expensive, and often frustrating to the point of debasing the motivation to learn.

Even if adults succeed in their search for a program, once enrolled they can expect little institutional support. Counseling, both before and after admission or enrollment, tends to be minimal and often inappropriate for these non-normative, older clientele. Few teachers, especially in Core institutions, are full-time adult educators; fewer still are trained in the principles of andragogy.

Those institutions within either the Core or the Periphery which realize that the adult client is "different" and which mount efforts to respond to their perception of a significant new market tend to overlook some of these basic barrier issues. Those programs which are devised and developed in order to lower the hurdles for adult learners find themselves quickly swept up into the same rigidities they set out to alleviate. DeCrow points out that even adult-specific programs and providers of educational services hasten to become institutionalized in form and function for the purposes of self-preservation. Funding, budgeting, and staff-loading seem to build bureaucracies directly out of pioneering efforts. Thus they fall prey to the construction of access gates, and barriers once again arise.

The planning decision made by many institutions that continuing education or other forms of adult service programs must be self-supporting establishes a most significant barrier. It may not only be in conflict with the actual goals of the institutions, such as community colleges, but this policy effectively inhibits all but the middle and upper class clienteles from significant access. Kurland argues that cost-effective education in the public sector services only those who can afford it, not necessarily those who may need it.

The barriers which tend to exclude adults--even those who can afford it--from access to institutions are numerous and significant (Broschart, 1975). Part-time adult students are especially prey to a variety of institutional regulations, such as the strict controls typically exerted over the time and place for registration and the harsh dollar penalties for not meeting these requirements. The difficulties compound in respect to such variables as institutional indifference to part-time student requirements for parking, public transportation, food services, health care, access to libraries and bookstores, or even the simple need for a secure place to hang a coat or hat.

Personal barriers

Obstacles are posed by institutions which offer educational programs and services to the adult learner, whether they be intentional or simply created through lack of appreciation of the needs of learners with time, geographic, or economic constraints. There also exist barriers which prevent adult learners from approaching these institutional programs because of personal and self-related obstacles to access. Whether the institution which offers educational services is in the Core or the Periphery, whether it offers programs specifically designed for an adult client as the learner, whether it offers all of the tangible or intangible support services we have described, it still cannot attract the adult learner who perceives or who has experienced his own barriers to seeking externally-delivered educational experience.

Kurland furnishes us with an analysis which pulls together several important studies of the barriers as perceived and experienced by the part-time student who wants to achieve education through institutional delivery systems. Cost emerges as the primary perceived barrier in all these studies; the test of whether it is a real barrier or only a convenient excuse, as Kurland observes, can best be determined when the cost barrier is raised or lowered in a specific situation. He indicates that an analysis based on actual cost-change experimentation supports that educational cost-levels directly affect participation and access. To the extent that reduced participation represents a loss of opportunity for economic or personal growth and thereby inhibits the development of productive and effective citizens, to that extent the reduction of educational costs for the adult learner becomes significant to social policy. A major problem in pursuing this point, of course, is that most legislators and educators feel that adults should support their education.

Among the more important barriers which might be interpolated from the perceptions of adults is a lack of counseling services, whether institutionally-based or located elsewhere in the community. Many of the personal obstacles confronting adult learners might be ameliorated by counseling that would assess their achievements, evaluate their potentialities, and provide career-planning information. It might be remarked, in passing, that many adults in our society depend upon their families, friends, neighbors, or even the mass media, especially print literature such as popular magazines and newspapers, to function for them in this fashion. One might ask, for example, how many thousands of Americans seek medical advice only after reading about situations analogous to their own in the medical question-and-answer columns of their newspapers? For many people, career planning and the search for educational services may be an equally haphazard undertaking.

Turning to the larger population of adults who learn outside institutional systems--and we may now have some indicators of why institutional settings represent such a small percentage of actual adult learning activities--we are informed by Coolican that most adults who engage in self-initiated learning do so by willingly and deliberately changing their routines to accommodate learning projects, and give a large share of their "spare" time to these undertakings. However, the majority of self-initiating adult learners cite lack of time as the principal barrier to increasing their involvement in learning activities. However, significant actual, as compared to perceived, obstacles to self-initiated learning are, in order: lack of education, lack of money, lack of access to resources (other than institutional delivery systems), and lack of motivation (Tennessee, 1974).

An interesting corollary to this list of actual barriers to past learning experiences is found by asking these self-initiating learners what they would perceive as the barriers to undertaking future learning projects. Although lack of time remains as the principal perceived barrier, the ranking changes so that lack of money, lack of motivation, and family conflicts follow, with lack of education listed last. Speculation about this reordering of barrier priorities by self-initiating learners moving from past experiences to future expectations might provide avenues for fruitful exploration.

Social Barriers

Social barriers to the pursuit of lifelong learning are both informal and formal. The informal barriers are representative of the attitudes of our society and our institutions toward the adult learner; the formal barriers are a consequence of these attitudes, and represent the lack of legislative support for the learning adult.

Many Americans consider that in most instances the learning adult is someone who "missed his chance" the first time around in his education, and consequently much of adult education is viewed by the society at large as remedial in character. This attitude is reinforced by the majority of professional educators who still persist in the conviction that the American Core educational system represents preparation for life. The notion is imbedded in this society that the individual who has undertaken the primary-secondary experience through high school is certified as a fully competent participant in the worlds of work, family, citizenship, and personal fulfillment. Additionally, the view also persists that post-secondary education results in the development of individuals with higher levels of competency, adaptability, and potential for success (DHEW, 1972; Knowles, 1960).

As long as these myths continue to permeate and dominate the American educational establishment as well as the American society, there will continue to be a major and often impassible barrier to lifelong learning in this country.

The formal social barriers follow from the force of this public mood. Legislative entitlement to adult learning in practically every form is, with little exception, developed begrudgingly, by reacting only to critical needs. Hence it is piecemeal and lacking in coordination, is usually inadequate in meeting the level of problem confronted, and tends to be so short term, need-specific, or underfunded as to be inaccessible to the majority of those who might avail themselves of such social sanction if not social support for learning.

A project group under the direction of Edward Lee Rosenthal (1975) has examined and correlated the multiplicities of Federal-level legislation and regulations affecting lifelong learning opportunities.

Using as their examination criterion the access of adults to learning opportunities throughout their adult lives, these investigators examined the list of Federal Acts and other legislation which appears on the following page. They reviewed this legislation in respect to whether it might promote or hinder learning for adults. They made no attempt to evaluate effeceiveness or quality of individual programs or whether legislation is in fact being implemented properly. What is suggested, however, is that the reader might confront this legislative overview in order to ask if the body of regulations which are currently in force might or might not present barriers to the achievement of a goal of lifelong learning.

In order to compare the diversity of Federal--level regulations, these investigators have adopted a list of generally-acceptable obstacles to the achievement of adult learning pursuits, and then have measured each piece of legislation against this list. The list includes the following possible barriers:

Age limitations
Direct sex restrictions
Lack of maternity/paternity benefits
Fee requirements
No tuition and/or direct costs aid for student
No entitlement to all eligible regardless of need
Taxable
Adverse benefits deduction if on public welfare
No income maintenance or descretionary monies for student
Geographical requirements
Residential or local requirements
Lacks support of educational leave
No released time
Requires full time attendance
Eligibility time limitation
No childcare services

No transportation services
No tutoring services
Lacks bilingual programs
No placement & guidance
No counseling
Lacks publicity and promotion
Categorical restrictions
No accreditation
No State planning
No local planning
Duplication of jurisdictions
Unclear purposes
No research
No evaluation

Even a cursory inspection of such a list will indicate that most legislative enablements for adult educational services and programs do not include such support services as those envisioned above. Yet these tend to be representative of the reasons adults have for not gaining access to most of the educational delivery systems purportedly designed for them.

I have attempted to collapse the extremely extensive and ambitious review performed by Rosenthal and his associates into a single chart for the purpose of collecting the variables above and cross-matching them to the list of the Federal legislation which follows (Table, p.46a). The results reveal, as expected, a low level of significant support for essential areas of adult need, if citizens are to gain realistic access to lifelong learning.

FEDERAL LEGISLATION & LIFELONG LEARNING

Implications for the existence of barriers--deliberate, unintentional, or through legislative oversight.

▨ Denotes NO support of the noted implementation.

⊡ Denotes NOT applicable categories

AN UNMARKED SQUARE IS THE ONLY INDICATION OF BARRIER ABSENCE

NAME OF ACT

Agricultural Extension
- Cooperative Agricultural Extension Act
- Rural Development & Small Farm Research & Ed.

Comprehensive Employment & Training Act
- Title I
- Title II
- Title III
- Title IV
- Title VI

Corporation for Public Broadcasting
- Educational Television

Elementary & Secondary Education Act
- General
- Adult Education
- Community Schools
- Women's Educational Equity

Government Employees Training Act

Higher Education Act
- Title I
- Title II
- Title IVA
- Title IVB & E
- Title IVC & D & F
- Title V
- Title X

Indian Education Act

Indian Vocational Education Act

Intergovernmental Personnel Act

Internal Revenue Code

Law Enforcement Education Program

Older Americans Act
- General
- RSVP/ Foster Grandparents

Rehabilitation Act

Social Security Act
- Title II
- Title IV A & B
- Title IV C
- Title XVI
- Title XVII
- Title XX

Trade Act

Unemployment Compensation

Veterans
- Veterans Educational Assistance
- Veterans Job Counseling
- Vocational Rehabilitation for Disabled Vets
- War Orphans & Widows

Vocational Education Act

CLEAR ABSENCE OF BARRIER OR RESTRICTIONS:
- No Age Limitations
- No Direct Sex Restrictions
- Maternity/Paternity Benefits
- No Fees Required
- Tuition & Costs Aid Direct to Student
- Entitlement Grant Regardless of Needs Test
- Non-Taxable
- No Adverse Reduction of Benefits if on Welfare
- Income Maintenance & Discretionary Monies to Student
- No Geographical Requirements
- No Residential or Locale Requirements
- Paid Educational Leave Provisions
- Released Time Provisions
- No Full-Time Requirement
- Childcare Services Supported or Provided
- Transportation Services
- Special Personal Services (TUTORING)
- Bilingual Programs
- Placement & Counseling
- Personal Counseling
- Publicity & Promotion
- No Categorical Restrictions
- Accreditation / Certification
- State Planning
- Local Planning
- No Duplication of Jurisdictions
- No Unclear Purposes
- Research
- Evaluation

The Demographics

The demographics for the year 2000 are already written on the wall; many Americans who will be alive then are alive now. For those as yet unborn, several models are available for projection; regardless of which is chosen, some general trends can be supported.

Stanley Moses (1975) reminds us of the anticipated shifts in our national population bulge: Between 1973 and 1983--over the next ten years--we will witness a 9% reduction in the 5 to 13 year-old age group. A massive 17% reduction is forecast for the 14 to 17 year-old age cohort. Thus decimated, the traditional educational Core is left with a large void.

Mathieson (1975) also argues that a plausible set of forecasts would include these factors, in forecasting for the year 2000:

- The population groupings at the year 2000 will reflect a continuing upward shift of the median age.
- Two groups, the 0-14 years olds and 15-29 year olds, will both dwindle in percentage of the total population. The number of youth to age 24 will decline by 15% from 1982 and 1990. Thus the Core decline will continue.
- The group aged 25 through 44 will show a massive rate of growth, with around 25% increase projected.
- Women will continue to out-number men in all available projections to 2000, the differential being 5 to 55 million, cutting across all racial and ethnic groups.

The population in the year 2000 will be primarily concentrated in the Standard Metropolitan Statistical Areas; however, some geographical shifts already trended are of interest. The population is shifting from the Northeast and the North Central to the South and West. Some rural states are gaining over industrial states. Within the west coast area, Southern California is experiencing a net out-migration loss. The shift to rural states is specific at present, to certain non-metropolitan counties, with centers less dense than 50,000.

Since 98% of all persons in this country between the ages of 6 to 16 are already enrolled in elementary or secondary schooling, the Core will either dwindle in absolute body-count figures or it must expand at either or both ends to encompass enough additional bodies just to stay even at the primary-secondary level, according to Stanley Moses. Core educators are already beginning to eye the pre-school population.

Moses goes on to state some alternatives for the Core:

-Since the ratio of high school completions to college matriculations is about 2:1, any increase in high school completions may also increase the level of college-bound

-The present collegiate ratio of matriculation to commencement is also around 2:1; any decrease in college-year attritions would also aid in stablizing the Core.

At best, however, the means--if achieved--can only soften the blow. The Core population will drop by 1985. As a last desperate measure, the least costly, most managable, and most far-reaching incorporation of population into the Core could occur at the Master's degree level. Moses stipulates that such a development , if seized upon by the Core post-secondary establishment, would reflect a decisive tightening of the reins of credentialism upon the labor market.

This is, potentially, a most dangerous barrier to the developing concept of lifelong learning. It will not only postpone the assumption of lifework endeavors by our citizens once again, it will also effectively reassert the control of the Core over our national educational undertaking.

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Some Central Issues

The attempts of those Americans who fell by the educational wayside to get back on the track as productive and achieving human beings may be jeopardized anew. We saw the development of the requirement for high school graduation or equivalency certification for bottom-rung labor market entry; more recently we are watching the requirement for baccalaureate credentials become the necessary minimum entry point for a multitude of occupations and job titles. This trend has indeed become a most significant item on the agenda for our public policy examination.

One question which emerges is that of legitimating the non-institutional learning activity. Ziegler (1975) asserts that if we wish to expend public funds for adult learning we will be required to provide a rationale which places all these learning activities within a context of the public interest. Thus an array of instrumental issues arise: Who decides on the contents, methods, and goals of adult learning? Who decides where, how, and when this effort should occur and/or be serviced? Who decides when adult learning is complete, satisfactory, legitimate, effective? Who should have access to learning, and how should resources be distributed? Ziegler points out that these issues arise only when a question of public policy is involved; otherwise a "market model" can prevail and everyone is free to do their own thing.

Who will deliver educational services? A situational showdown appears to be shaping up as various sectors eye the future for growth and watch the shifting bulge in the learning force. As Stanley Moses points out, the past decade has marked an intensified competition between the Core and the Periphery. The basic issues of who studies what, where, when, and under whose direction must intensify. The Periphery, as a set of non-related but formal delivery systems, has always been designed to relate to new needs and to the fact of changing educational patterns and demands. It could well be in a position to respond with vigorous innovations to projected changes. However, it will find itself in an increased struggle, both internally among its many component parts and externally with the Core, for scarce dollar resources. As a continued oversupply of college graduates creates needs for various training and retraining cycles, jurisdictional disputes between Core and Periphery will intensify and it can be anticipated that battles will be waged over such issues as accreditation, certification, educational continuity, and cost-effectiveness.

What happens to the adult learner in the midst of these organizational struggles? The retreat of the learner into the home, as already demonstrated by Coolican, may not only be a function of choice, it may be an outcome of necessity. Carl English, a noted educator of adults in the State of Vermont, asserts that an adult's life revolves primarily around home and work, and that "Home is the only place open twenty-four hours a day." This year's Vermont state plan for adult education insists that, in order to be effective, somehow adult education must fit into and perhaps even become a part of an adult's "natural" life patterns at home or at work (Vermont, 1975). Adult education that does not fit into this set of already established patterns will always be in competition with some other life requirement imposed upon the adult.

A range of home-based options is suggested that includes home tutors, literacy volunteers, and kitchen classes. The Vermont plan sees correspondence materials, telephone linkages, and limited local media networks interlocking to support these activities, supplemented with drop-in learning centers. (See also Bobbitt and Paolucci, 1975)

What sort of learning is the immediate need? Literacy is not the first priority for most poor, undereducated adults. They have much more immediate needs. If you're hungry, sick, or cold, learning to read or write is pretty low on your list. Reading, writing, and increased knowledge can produce long-range benefits, but these are hard to perceive when present problems are overwhelming.

One out of five American adults lacks the skills and knowledge needed to function effectively in the basic day-to-day struggle to make a living and maintain a home and a family. This assertion is based on a four-year investigation, national in scope, of the competencies of adults to function effectively in the world of today (University of Texas, 1975).

If functional competency is viewed as 'the ability to use skills and knowledge needed to meet the requirements of adult living,' then it is possible to describe sets of coping skills covering categories which speak to the problems of confronting the real world. These categories are:

-Occupational knowledge
-Consumer economics
-Government and law
-Health care
-Community resources

The study establishes a list of 65 objectives centering on an ability to cope, and tests Adult Proficiency Levels against these skills. While the traditional emphasis remains on reading, writing, computation, communication, and problem solving skills, the shift in focus which this set of investigations suggests is to implement learning activities for adults by making them specific to the life skills required for existing in today's world. What, then, of the world of tomorrow?

The Ultimate Barrier

Clearly this discussion has demonstrated that, before all others, the ultimate barrier for adults who want to learn is a conceptual one. Most educators tend to mean schooling when they speak of education, and education when they speak of learning. Conversely, most adults seem to actually want the experience of learning when they approach education, and they often discover that access to education means schooling. Paul Lengrand, a member of the Secretariat of UNESCO in Paris who has written extensively on the problems of adult education, summarizes the resulting dilemma:

> 'For nine persons out of ten education means school, an activity of a particular nature expressed in terms of curricula, methods, and specialised staff--a world apart which can only be described in an epithet peculiar to itself, 'scholastic.' School is a parenthesis in life, with its entrances and exits. On entry the pupil puts on the garb of the schoolboy, to be shed at the time of departure. We can understand why adults hesitate to play this game, and why only the ones who accept are those driven by need or obligation, generally of an economic or professional character.' (Lengrand, 1975.)

This conceptual barrier is pervasive and primary. Perhaps it could be circumvented, if not removed, if we as a profession of educators were to begin to recognize it and deal with it. It is not the adult population which is going to reorganize the present situation into some workable conceptual frame.

One initial step toward a solution of the conceptual barrier to adult education qua lifelong learning might be for us to identify and support at least three classes of learners: those who want to be instructed, those who want to become educated, and those who want to learn. It is possible to suggest that we are best at furnishing programs and providers, to some level of formality, for those who want instruction. This is our business, and we should keep it so. We are less able to confront the middle group who desire an education: we are apt to think they need external control when what they most often want is a provision for guidance, access to self-initiated programs, and a method for demonstrating accomplishment if and when they choose to do so. We might be able to usefully service this group if we can resist the overwhelming temptation to institutionalize these educational objectives. At least, today, we have some useful pilot investigations and activities occurring in this area (c.f. Cavert, 1975).

Finally, it is necessary to urge that the final group of would-be learners--probably the largest group in our total population if we are persuaded by Coolican's synthesis of the most recent data--are people who should be left alone. We are educators trained in a profession which for 99 out of 100 of us insists upon our active intervention for us to recognize that learning is taking place. The thought of adopting a posture of non-action is most likely unacceptable. But a most careful consideration of this possibility, on the level of public policy, must be a major part of our deliberation.

It is not to be inferred that "leaving people alone to learn" means abandonment. Far from it. Facilitation of learning through counseling and guidance, access to resources, and the development of meaningful self-support mechanisms are still requirements that exist for most of self-initiated learning. Consequently these represent barriers we can remove. (It might be suggested that community-based public libraries have already seized the initiative in this area; c.f. Eyster (1973), and Library Research & Demonstration Program, FY/75 Abstracts (September, 1975).

What we cannot do, however, is to hide these barriers by erecting more significant hurdles in front of them by organising and institutionalising self-initiated learning. It would then become just another part of the "education business," and the general population would no doubt continue, as they always have, to vote with their feet against it.

What is called for here is recognition and support of certain major undertakings of our total population outside of our educational apparatus as it exists today. Learning goes on: we cannot stop it. We can, however, thwart it, divert it, or control it. We have these choices. Or we can discover ways to facilitate it. We can examine methods whereby we might not only get out of the learner's way, but also actually make his path straight and smooth. Such a path does not need hurdles, turnstyles, or gates; it does not require visas for access, ticket takers, timekeepers, nor exit signs to make it into a legitimate passageway through the halls of learning.

Stanley Moses reminds us that the universe of learning and educational participation is far broader than anything conceived within the narrow constructs of our present approaches. At times when traditional notions are most susceptible to challenge, the reality of the world serves to shatter rigidities and forces us to plan ways to mend the cracks and gaps thus revealed. Patricia Coolican identifies for us the fundamental issue in determining the future for adult learning in this country by quoting a question asked by Michael Marien:

> is education to be organized around institutions, credit, and credentials, or is education to be organized around learners in an optimal system for distributing knowledge and encouraging its utilization?

We must regard this not only as our central question but also as our most pressing problem. Can we develop a concept of lifelong learning that will lead us toward a new solution?

LIFELONG LEARNING: A CONCEPTUAL FRAME

At a meeting of experts in Paris in August, 1974, the topic of a "Basic Cycle of Study" was addressed (UNESCO ED/74, 1974). Although the preoccupation among at least the European participants was in matching education and educational delivery systems to job- and civic-related adult undertakings, the concept of a Cycle of Study was seen by definition as 'a first phase of the educational process in the perspective of life-long education.'

The concept was then addressed in the sense of "recurrent education," a usage developed in the European context to denote a multi-level provision of education which may be either terminal at many points for those who leave to enter the world of work and social activity, or preparatory at each stage for those who aspire to further education. It should be emphasized that this view of multiple levels is intended to contravene the typical system whereby many successive levels of education are formally available, but each with its own objectives and terminus and each with little or no relationship or interface with surrounding levels. Thus the concept of 'cycle of study' is not meant to invoke a total scheme encompassing independent programs and serving discrete populations; rather, it is to be conceived as an educational umbrella for both children and adults to enable access by all to educational delivery at any level for which individuals are qualified and for which they determine a need.

This proposal by a UNESCO task group for adopting a view of a basic cycle of study lies at the base of an emerging concept of lifelong learning. The image of a cycle is one that generates an attitude toward learning which spans the entire interval between the cradle and the grave and then repeats: it is an intergenerational ideal, encompassing all ages.

Thus, at the outset, we must declare as invalid any usage of the term 'lifelong learning' as a synonym for adult education:

> '...we by no means identify lifelong education with adult education as, to our regret, is so often done. Why, after all, invent a new name for something already well designated and identified by the term in use? Why add yet another term, albeit with different shades of meaning, to the already lengthy list of expressions such as popular education or culture, mass education, community development, basic education, and so on. There is enough confusion already.'(Lengrand, 1975).

Adult education is unimpaired, however: it simply becomes a part of a larger conceptual frame, together with other aspects of organized education.

> 'What we mean by lifelong education is a series of very specific ideas, experiments, and achievements, in other words, education in the full sense of the word, including as its aspects and dimensions, its uninterrupted development from the first moments of life to the very last and the very close, organic interrelationship between the various points and successive phases in its development.' (Lengrand, ibidem).

This broad inclusion of all aspects of organized and institutional educational endeavors is further broadened by also enveloping all of the informal modes of education. John Gardner speaks to this view of education which goes beyond any formal system by asserting that the ultimate educational goal is to shift the responsibility for the pursuit of learning to the individual. He notes that we have 'an odd conviction that education is what goes on in school buildings and nowhere else. Not only does education continue when schooling ends...it in fact incorporates the world and life itself.' (Gardner, 1963.)

Another UNESCO working paper, "The Content of Education in the Context of Life-Long Education," develops this ideal at length. It is worth quoting the whole of their argument:

> The concept of life-long education has its origins in the distant past, and features in the works of a large number of philosophers and educators, but in its recent form it stems from the practice of adult education and from the ideas to which this has given rise; it is therefore bound up with the desire to meet the growing demand for education which is characteristic of our age and with a movement in favour of democratization which entails not only general access to education but also equality of opportunity, to be achieved through education which is adapted to the aspirations, the characteristics, and the needs of the different age groups and the various socio-economic and occupational categories. The "life-long education" approach is also associated with the fact, which has already been referred to, that as school systems, for obvious reasons of finance, cannot meet the whole of the demand for education, it is essential to deploy all the educational resources of society to this end.
>
> Added to this is the fact, firstly, that in a society dominated by the abundance and variety of communication media and messages, it is plain that knowledge, values, attitudes and skills are increasingly being acquired and moulded outside school. Secondly, just as education is not mediated solely by the scholastic institution, it is also not restricted in time to the period of full-time schooling but, on the contrary, extends over the entire span of human life and is thus, in temporal terms, a continuing process as well as being in social and spatial terms, a global process.
>
> The increase in the volume of knowledge and the increasingly rapid obsolescence of what is learnt make it impossible to restrict learning to the period of schooling, and compel the individual to supplement and renew his knowledge throughout his life, both as regards general education and as regards professional qualifications. This implies a far-reaching change in the goals and modalities of the educational process; education ceases to be identified with a particular period of life which differs from subsequent phases, and is no longer even regarded as a preparation for life: education and life are intimately bound up with one another...
>
> (¶9 and ¶10,in UNESCO, "Working Paper...", 1975)

We see the concept of lifelong learning taking form from these several contributions. It becomes even clearer when we examine the summary prepared by R.H. Dave (1973) which he has developed on the basis of examining the extant literature on lifelong learning. From a multitude of sources Dave traces those common themes which cumulate significantly enough through the literature to represent concensus:

-Learning does not start at the beginning of formal schooling and is not completed at its finish, but is a lifelong process.

-Lifelong learning is not restricted to bridging education, recurrent education, or adult education. It encompasses all forms of organised education.

-Lifelong learning includes both formal and informal educational models, both planned learning and coincidental learning.

-The home plays a decisive but elusive part in starting and continuing the process of lifelong learning.

-The community also has an important role in lifelong learning from the moment when the child and the community start to influence each other.

-Educational institutions such as schools, the university and other educational centers are naturally of great importance for lifelong learning, but only as one part of the factors that influence it.

-In contrast to the forms of education that lead to a selection of an elite, lifelong learning encompasses all categories and represents a democratization of education.

-Lifelong learning is characterized by flexibility and an abundance of content, study materials, study techniques, and learning occasions.

-Lifelong learning should be included in every stage of a person's life, so that maturity and a feeling of self-realization is achieved for this stage and so that the individual prepares for the next stage in order to improve the quality of his personal, social, and professional life.

(continued)

> -Lifelong learning should function as an effective tool for change. It should lead to an improvement of the conditions of life and the quality of life and should stimulate the individual into an active commitment and participation.
>
> -The implications of the term 'quality of life' depends on the society's system of values. It depends among other things on the political system, social traditions, economic conditions, and the general feeling of what a "good life" represents. The ultimate goal for lifelong learning is to uphold and improve the quality of life.

We are indebted to R.H. Dave for drawing together the various threads which have been running throughout our analysis of the implications of lifelong learning. We began by examining a view of the cycle of education; we can now see that the means for relating this cycle to the world at large is to place it within that world rather than segregating it as a "non-worldly" institutionalized experience. We are called upon to relate school to out-of-school and community experiences, to establish a two-way relationship between education and society, and to root this relationship deeply within the social, cultural, and physical environment of the individual, child and adult, throughout all of the stages of the life-span.

The main and overriding aim of this concept is to enable each of us as individuals to "take charge" of his or her own life. Our objectives thus include the development of individual potential, social participation, citizenship, and an investment in continued lifelong educational undertakings. The achievement of these objectives should underlie any scheme for the implementation of a concept of lifelong learning.

The implications for any such implementation are, of course, profound:

> '...it should be noted in this connection that the philosophy of education which is here offered as a framework for the discussion necessarily implies a renovation of the structures of education systems--and this is something which UNESCO is endeavoring to promote. Indeed, in order to satisfy the demand
> (continued)

> for education made by the various groups {in society} , it is necessary to set up and assemble complete, flexible, and diversified educational structures which mobilize all the formal and informal educational resources of the community and together form a coherent system affording continuity both vertically and horizontally.'
>
> (UNESCO "Working Paper..." 1975)

The UNESCO position points the way toward a learning society wherein all of the areas of educational organization and activity are coordinated, interactive, and open. They are permeable and linked to life itself.

The principle that education, in John Gardner's words, is 'the world and life itself' is a noble one, more easily acknowledged than applied. It may well be virtually impossible to implement in the face of established educational organizations as they presently exist.

The one sector most susceptable to change, it would seem, is in the area of education for adults. This vague domain has not yet become as rigidly organized or heavily institutionalized as have other sectors. It is in grave danger of becoming so. However, we still have an opportunity to develop policies for adult education which will be deliberately transitional, opening the way toward lifelong learning.

This is an intriguing notion. We could "rear-load" the present front-loaded system with a new concept for lifelong learning upon which we could base present and future planning for adult education. If this movement were to gather strength and constituents it might be able to tip the balance toward a need for rethinking and perhaps even remodeling, if not reconstruction, of the present educational edifice.

The argument comes down to this, then: adult education, because of its very lack of consolidation and definite-ness, offers us an ideal opportunity to transform it into a means to a further end, that of lifelong learning. It is a beguiling prospect, if we can divest ourselves of our current preoccupation with "professionalizing" the education of adults in order to legitimate this endeavor as a "field."

> 'The real educational innovations of our time have been introduced in this field of adult education. It was here that group work replaced the exclusive use of formal lectures, lessons, and exercises. Adult education, except where it is only a substitute for and a complement to school education, shuns the idea of marks, positions, punishments and rewards and all that clutter from a bygone age which our schools still harbour. Education shows through here in its true light as a process of exchange and dialogue in which each participates and contributes according to what he is and to his specific acquirements and talents, not according to set patterns. There is no selection, which is a brutal and wasteful process, nor are there any examinations and certificates which distort the teaching process and impair the normal development of the personality through fear of failure... In a word, adult education, at least wherever it is given its head and does not have alien patterns imposed on it for professional, political, or partisan reasons, is education in freedom, for freedom, and by freedom.
>
> (Lengrand, 1975)

Can we not give some thought to this exhortation?

APPENDIX: THE STATE OF THE ART

In an attempt to be most economical, in this section I have attempted to convey in outline form an overview of the field as it is expressed by the several manuscripts and writers who have been examined herein. This abstract is developed from the descriptions of present practices by Roger De Crow, Stanley Moses, Kurland & Comly, and David Mathieson, together with other relevant input from the entire set of study documents.

I. Program Domains: definitions and descriptions of areas of adult education.

   A. Basic and Secondary.

      1. Adult Basic Education attempts to support achievement of functional literacy, with primary target those with less than grade 4 attainment.

      2. Movement toward programs based upon coping needs of daily life.

   B. Occupational and Vocational training.

      1. By far the most extensive, both in population served and in variety of services.

      2. Employers in community tend to form close and symbiotic relationships with voc-tech training, trade schools, and vocational programs both at pre- and post-secondary levels.

   C. Higher Adult education.

      1. University extension, evening colleges, and community colleges use customary criterion of appropriateness: serious and sustained learning which appropriately required faculty or services of higher education.

      2. May be either degree or non-degree in orientation; usually approached by adults on part-time basis.

   D. Continuing education for Professions and Management.

      1. Advent of formal requirements for continuing professional certifications lead to both Core and Periphery program implementation.

2. Growth of State and/or professional association control and accreditation.

E. Labor education.

1. No counterpart to liberal education of working classes as in Great Britain or Scandinavia.

2. American trade unions sponsor and provide programs focussed on leadership training. Worker access to education subject of contract negotiation.

F. Community and Social Action.

1. Educational undertakings oriented around issues or personal pursuits.

2. Tend to be ad hoc, informal, discontinuous.

II. Major Providers, ranked in order of magnitude of estimated users.

A. Mass Media.

1. Foremost both in role as formal educational tool and as unintentional agent for socialization.

2. Lack of definitive and broad evaluative studies of impact, effectiveness.

B. Employers and work settings.

1. Military most sophisticated educational delivery system in country, with supporting research and development unknown/unused elsewhere.

2. Major industries and organizations conduct programs as a function of employment; includes on-the-job-training and formal programs, using in-house personnel as teachers and trainers.

3. Although data is unreliable, best guess estimates indicate that of 600 largest corporations, 61 to 88 percent offer educational programs.

C. Public Schools.

1. Some direct access programs using school sites, either conducted by school organization and personnel or used by other providers.

2. Trend for use as community resource center, including programs for elderly and retired.

3. Often overlooked i adult contact with school vicariously through children.

D. Higher education.

1. Traditional formal role as educator for adults in degree programs.

2. Trend of opening up facilities and services to community needs.

E. Cooperative and Extension services.

1. Historically allied and developed from land grant institutions and U.S. Department of Agriculture.

2. Base in communities and populations served; program planning works from grass roots up with wide citizen participation in operations.

3. Today in urban and suburban locales as well as rural; no longer 4-H and agricultural/homemaker oriented.

4. Ability to mobilize massive voluntary efforts with minimum full-time staffs.

F. Proprietary schools.

1. Both on-site and correspondence techniques, highly developed over long histroy, provides occupational and personal development training.

2. Best estimates indicate this sector may enroll FTE more than total number of public and private secondary and post-secondary students.

G. Other agencies as providers of adult learning experiences.

1. Community services, including libraries, museums, park and recreation centers.

2. Churches and religious organizations are deeply involved in community services and action programs; trends include development as community centers with range from child care to elderly care, most with educational components.

3. Specialized providers include health and welfare agencies, American Red Cross, YW and YMCA, philanthropic agencies, associations for the elderly, and fraternal or interest-oriented groups such as Rotary, etc.

4. American life is leavened by voluntary associations, political parties, clubs, and special interest groups; most turn to educational pursuits.

III. The Learning Force.

A. Core and Periphery

1. Core of primary, secondary, and post-secondary formal educational undertakings which limit access to those with prior Core-gained credentials; basic primary-secondary level is compulsory in this country to age 16, and public sector version is "free."

2. Periphery of formal institutional educational delivery systems, including public, private, and proprietary; no coordination, multiple aims, programs, objectives, client pools, with access available to most without prior credentials but many programs are cost-loaded.

3. Considered together, Core and Periphery population involvement exceeds those in the Labor Force; thus education is one of the central industries of society today.

SOURCE MANUSCRIPTS FOR THIS OVERVIEW

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Each of the writers, in turn, offers a bibliography. Of these sources, some have been cited in this paper and are incorporated into the list of "Secondary Sources." These secondary citations do not, of course, exhaust the original bibliographies of the primary manuscripts; full bibliographies for each of the major study documents are available upon request.

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Study of Adult Education
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TO: Persons Interested in Adult Education

FROM: Norman D. Kurland, Director, Study of Adult Education

SUBJECT: Financing Lifelong Learning: Rationale and Alternatives. A Working Paper for the Study of Adult Education in New York State

DATE: April 8, 1975

I. INTRODUCTION

The study on "The Education of Adults in New York in the Last Quarter of the Twentieth Century" was initiated by Commissioner Ewald Nyquist and began July 1, 1974. An Interim Report on the study issued December 10, 1974, identified the financing of lifelong learning as one of the key areas in which the study intended to develop proposals for action.

The Report stated the basis for the work as follows:

> Many of the problems in this, as in every field, come down to a matter of money--both how much is available and how it is distributed. Surveys of adult learners indicate that one of the greatest barriers to more participation in adult education is cost. At present, there is limited State or Federal financing for adult part-time education. Most of what is now done is supported by students themselves, by employers, including the military, and by local communities. In recent years a number of proposals for financing lifelong learning have been made. Some propose funding to institutions, as general aid or for programs to meet the needs of specified target groups, or to deal with particular societal problems such as health or poverty. Other proposals are based on the concept of providing funds to individuals, leaving to them the decisions on what they want to study, when and where. The Regents have already committed themselves to the eventual extension of the present tuition assistance program to part-time students and to the elimination of age barriers to the use of these funds. Such measures will increase access to higher education for older persons but still leave unmet the needs of those who need aid in addition to tuition and those who wish to undertake non-collegiate study. We are, therefore, considering ways to broaden support for the education of adults that will more fully meet varied needs.

In order for any specific plan for the public financing of adult education to have a chance of success, the case must be made that there is a public interest in such support. Many studies and reports have presented key arguments for such a case. We are pulling these together as part of a working paper on financing.

This is the promised working paper. We will first state the case for public financing of adult education and then set forth what seem to be the possible alternatives for public financing.

One purpose of this working paper is to elicit still other alternatives, studies and reports that may be helpful in deciding which alternatives might best be promoted as public policy.

This paper and whatever it brings forth as a result of its circulation will then serve as substantive input to meetings around the State aimed at getting reactions to proposals for State and/or Federal action that will have the kind of support needed to gain adoption. We ask, therefore, that anyone with anything to contribute on the subject covered in this paper communicate with us at the Study of Adult Education, Room 232, State Education Department, Albany, New York 12234.

NOTE: We have used both the term "adult education" and "lifelong learning" interchangeably in this paper. We have done this as a reminder of a distinction that we believe is important. Learning is a process that takes place within the individual; education is one of they key processes for helping an individual learn. No one can learn for someone else; education requires other people until one's capability for self-education makes education and learning undistinguishable. A major goal of education should be the development of the capability of self-education or lifelong learning. What money buys is education; what results, hopefully, is learning. Thus, "financing education" refers to support of a means; "financing learning" puts the focus on the end.

In a strict sense of course, it is impossible to finance "learning": all that can be supported are the means that promote learning, including the time required for learning. Therefore, discussion of financing must be concerned with how to support education. It is important, however, always to remember that the purpose of supporting education is to achieve learning, and, in the education of adults, the more education is under the control of the adult--the closer it is to self-education--the more likely it is that learning will take place.

II. THE CASE FOR ADDITIONAL PUBLIC FINANCING OF ADULT EDUCATION

All adults are constantly learning, even if in some cases to a minimal degree; millions of adults, perhaps as many as 32 million, participate in formal education, supported in part by local, state and federal public funds.

The present method of financing adult education has resulted in considerable responsiveness and diversity. One major consequence is that access to learning opportunities offered are largely focused on meeting short-term immediate needs.

Because adult education is largely supported by fee-paying students or by problem-oriented State or Federal programs, it is quite responsive to the demands of those who pay--students or granting agencies. This characteristic is reenforced because, for the most part, adults are volunteer learners and do not stay long with programs that do not meet their needs. This responsiveness accounts for the vast variety of offerings for adults--variety in content, instructional modes, and times and places at which instruction occurs. There is hardly a subject matter from the most complex and profound to the simplest and most trivial that is not available somewhere to adult students. Instruction is offered by almost every method from the formal lecture to the provision of the barest minimum of guidance to the self-directed learner. Offerings range from a traditional semester course taught one hour three days a week in a school or college classroom, to intensive weekend seminars in a motel, to twenty-minute experiences in a mobile learning van stationed in a shopping center. Books, periodicals, newspapers, mail, television, radio, and computers all deliver instruction without personal contact with an instructor. Some programs so delivered reach large audiences who would not otherwise be reached.

If adult education is already so extensive and, if, as seems to be the case, it is growing at a rate of some seven percent a year under present conditions, why is there any need for additional public effort? One reason is that there are millions of adults who never or seldom participate in any educational activities and are not the direct beneficiaries of public funding for adult education. But why should this be a matter of public concern? Is not education for adults a discretionary activity that adults may engage in to the extent that they want to do so and have the necessary resources? No one is concerned if all adults do not play golf or go to concerts. Is education any different? In short, what is the "case" for considering education for all adults a public good and, therefore, an appropriate object of public policy and funding? This question must, moreover, be examined not in general terms but in comparison with other social concerns. In the abstract there would probably be little disagreement that it would be nice to increase educational opportunities for adults who want or need them and that the use of public funds for this purpose would not be improper. The real issue is one of priorities in relation to scarcity of public resources.

What claim to what degree of priority can adult education make when related to the claims for employment, improved health care, housing, care for the elderly, pollution control, defense, or food for those throughout the world who barely have enough to eat?

Given the competing claims for limited public resources, what is the case for devoting any to adult education? If the case can be made, what are the criteria for determining how much should be so used?

Before addressing these questions directly, it must be noted that decisions about the allocation of public resources are not made as rationally as this presentation may seem to suggest. There is no calculus of public benefits in terms of which priorities are set and resources allocated. The process is, rather, a political one, in which competing claimants exert power in various forms to influence the ultimate decisions. However, even those who have the power to influence decisions make the case in public benefit terms for the legitimacy of their claims on public resources.

What this means for adult education is that it will not be sufficient to make its case for priority among public goods; the case will need to be used to muster political support--to show those who may not themselves care one way or another about adult education that adult education can make a difference in something they do care about--whether it be better housing, less crime, more food, or votes at the next election. Therein perhaps lies the key to the case. Can it be shown that the multifarious problems that beset our society and for which public funding is demanded, can be more effectively and, perhaps, more economically dealt with through education than through direct attack on the problems?

The argument would go something like this:

The problems that call so insistently for public attention and which now have vast public funds devored to attempted solution can all be considered to stem from one of two basic sources: They stem from the incapacity either of some individuals to meet the conditions necessary for survival and happiness or of society as whole to be able to provide the conditions necessary for survivial and happiness. The incapacity of some individuals to earn a living when most people do, betokens some individual incapacity; although when the numbers of individuals unable to earn a living is much larger in some societies than others, this also suggests that, when people are unemployed, some societal failing is also involved. Most social problems are a mix of such individual and collective failings, although some, such as the problem of war, may be far more societal than individual.

There probably would be little argument that,where individual incapacities, even among adults, can be remedied by education, there is justification for public funding. Indeed, this has been the basis for most of the public financing of adult education that has occurred.

But there is resistance when support for education is sought as a way to deal with broader societal incapacities. If more than one hundred years of free and compulsory education of youth have not produced better results, what basis is there for believing that still more education will help? As Henry Steele Commager put the matter very forcefully in a recent article:

> Rarely, if ever, in the history of education have so many been exposed to so much with results so meager. To judge by results--the results of the past 40 years or so--this whole enterprise of relying on schools to reform society by direct teaching has been an unmitigated failure. After 40 years of exposure to world cultures, world politics, world geography, we have turned out to be culturally more alienated, politically more isolated, economically more reckless, and, on the world scene, more chauvinistic and militaristic than at any previous time in our history.*

This is a harsh judgement. It comes, in part, from expecting the schools to do too much. It also comes from expecting that education in youth is enough to prepare adults for a life of effective and intelligent action.

What we are suggesting is that more education, particularly for adults, is not the best answer, it is only better than any others that have been tried or proposed, and this for reasons that relate to the requirements for public action, to the nature of society's problems, and to the nature of the knowledge required of adults in society.

For centuries there have been those who thought that societal incapacities could be remedied by societal programs. Beginning in the thirties in this country this position was given a large scale test. Unemployment was to be remedied by government intervention in the economy, including the provision of public service jobs and direct payments tc the unemployed, poor housing was to be remedied by public housing programs, and so on. Today we know that such direct attacks on problems are not adequate. What remains? Either still larger public expenditures for more jobs, more housing, more welfare, more judges and jails, and more government employees to run all the programs, or something else! That something else is more education, not just or primarily for youth, but for adults. The reasons:

1. The first line of argument derives from the capacities required to conduct any social effort. Public policies and programs are proposed by people, they are endorsed and supported or opposed by people, and they are executed by people. In short, every effort to cope with society's problems depends on people and their capacities. Unless those capacities are adequate to the task, no social effort

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*"The School as Surrogate Conscience," Saturday Review, January 11, 1975, P. 56.

will succeed. Development of capacities and understanding is the purpose of education. Thus, unless education is attended to as a first priority, no other social policy or program has much long term chance for success.

2. The second line of argument relates to the complexity of social problems. In order to manage public programs, the effort is generally made to "target" them on a specific problem or population. We have housing programs and veterans programs; an Office for Child Development and an Office of the Ageing. Yet a frequently heard complaint is that all of these programs somehow leave out the needs of "people." So we have public housing that becomes more of a slum than the slum it replaced, and manpower training programs whose "graduates" are not employable.

What this experience suggests is that what we may need in addition to programs designed to solve problems for people, is more programs designed to help people individually and together to solve their own problems. This is just another way of saying "education."

To elaborate upon this point somewhat further, it has been noted by many critics of present programs that they tend to heighten rather than reduce dependency. The social worker's professed aim is to get the client off of welfare; his own personal and even job reward comes from maintaining the client in a dependent relationship. The welfare payment system provides lots of incentive to enter the system--it is often the only source of income when one is unemployed, ill or aged; and little incentive to get out--getting a job results in little additional income and may even result in less!

Even in learning, people have become so dependent on schooling, that they often come to believe that they cannot learn anything unless they take a course, or that learning not recognized by credit or a degree is worthless.

To reverse these tendencies, there needs to be a massive effort to break the chains of dependency that bind individuals to the very institutions that are supposed to set them free--free from ignorance, free from poverty, free from dependency. Another name for that massive effort is adult education. From what has been said here, it would be clear that the ways educational opportunities are made available to adults must help reduce rather than increase dependency--must, in other words teach people how to learn on their own.

We have tried to show in the preceding paragraphs that the needs of society can best be addressed through adult education because:

1. It takes well-educated people to conceive, support and manage programs to deal with any problem.

2. Most problems can better be addressed by educated individuals acting on their own behalf or in collaboration with others than by institutions acting for them.

Those who might be tempted to be convinced by these arguments, may still hesitate when they consider that a similar case was made in the past for the universal education of the young. If extension of education to all persons to age sixteen has left us still with large problems, including that of large numbers who complete schooling but are uneducated, why should extension of educational opportunities to more adults do any better? The answer, doubtless, must be found in consideration of differences between what youth and adults can learn.

Under the conditions of modern society, no amount of early education can give people all of the knowledge and skills necessary to function effectively throughout life. Furthermore, what individuals need to know to play effective roles in society cannot be learned in youth. The maturity of age and direct involvement in life's decisions are preconditions for learning the key skills required by society. It may even be that excessive efforts to "prepare" people while young for roles in society that they will perform when older incapacitates many to perform those roles effectively either because they learn things that must later be unlearned or because, thinking that they know all that is necessary to function as adults, they close their minds to further learning.

Cyril Houle has expressed the point very succinctly:

> Some conception of a life-cycle is essential to anyone who wishes to understand or to practice lifelong education. The principle which most profoundly relates age to learning was identified by Sir Richard Livingstone: "Almost any subject is studied with much more interest and intelligence by those who know something of its subject-matter than by those who do not: and, conversely, ...it is not profitable to study theory without some practical experience of the facts to which it relates." There is a right time in which to learn how to lay a foundation for a life in which learning will always be an essential part, to be a good husband and father, to supervise and administer the work of other men, to be an elder in a church, to examine past patterns of life and contemplate new ones, to hold office in a voluntary association, to care for a body which is declining rather than increasing in vigor, to grow old with grace and dignity, and to re-establish new interests and affiliations in old age. Any specific kind of learning is most effectively undertaken when the time for it has come, and the total pattern of a desirable education requires an undertanding of the full span of human existence.*

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*"The Changing Goals of Education in the Perspective of Lifelong Learning," p. 22-23.

This part of the case for adult education, then, is that only as adults can people learn much of what they need to know to function as adults. This makes adult education not just a "second chance", as it has often been conceived in the past, but as the first chance to learn what an adult in our society needs to know. It is, therefore, now as essential for the well-being of our society that all adults have access to learning opportunities, as it once was deemed essential that such opportunities be available to all children.

Thus far we have built the case for public support of adult education as a priority among priorities on the general ground that it is a precondition for the solution to most other problems. Obviously, no absolutely convincing "hard" data can be mustered to support this position. Those who are impressed with what broad access to education by children and adults has already accomplished in spite of the problems that remain, will doubtless be more inclined to accept these arguments than those who see signs everywhere of the failure of education. Those who believe the studies that relate lower incidence of personal and social pathologies to higher levels of educational attainment will be more impressed than will those who find more highly educated people to be the cause of many of the social pathologies or as unable to cope with personal ones as the less educated.

Stephen K. Bailey has put the matter thus:

> The promise of education is that, through knowledge of nature and knowledge of self, people can fashion a temporary habitat on this whirling planet that can cater with some felicity to the impertinent claims of their restless souls. We get seduced into narrow definitions of education's function: The development of job skills, which we need; the mastery of specific disciplines, which is important; the capacity to communicate, which is indispensable; the uncovering of new knowledge and the refining of old knowledge, which is essential. These are, for the most part, measurable goals of education.
>
> But I submit that the prime function of education is not measurable. The ultimate business of education is human freedom...Education today must affirm the promise of human life. It must help us see citizens and public officials not as instruments of survival or of mere security, but as possible instruments of human freedom--to see the good society as an arrangement of institutions and laws that help to free men from the bondage of fear, loneliness, and injustice, and from the crushing impersonalities of life. It must promote all that is ennobling and creative in the human psyche. It must help us posit a society whose ultimate dividends are joy and variety and vitality within the bounds of community, a society in which humanistic critics postulate man not just as he has been or as he is, but as he can be.
>
> The great philosopher-President of prewar Czechoslovakia, Thomas Masaryk, once defined our supreme task for us. After decades of struggle in the harsh arena of public life, Masaryk summed up his philosophy: "You see how it is: The method must be absolutely practical, reasonable, realistic, but the aim, the whole, the conception is an eternal poem."*

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*"Facing the Accountability Crunch," Planning for Higher Education, June 1973.

Another part of the case for public financing of the education of adults has to do with the issue of equity. The reasons that equity of educational opportunity for adults must be a matter of public policy are certainly the same as those for the young. All of the arguments for equality of educational opportunity apply with equal force to adults. If anything, the argument is even stronger here for reasons already given for the public support of adult education generally. Adults who are denied access to educational opportunity are thereby diminished in their capacity to perform their adult roles and are, therefore, most likely to be forced into situations of dependency with less say than other adults over what happens to themselves or society.

Here we could cite the data treated very fully in "A Target Population in Adult Education", the 1974 Report of the National Advisory Council on Adult Education. This data relates levels of education to such indicators as income, job level, welfare dependency, crime and life expectancy. For example, the Report notes that:

> Incomes among high school graduates are double the income of those with less than eight years of school and 50 percent higher than those of people with an elementary school (8th grade) education. On the other side of the income coin, the proportion of families living in poverty whose head is a high school graduate is half of what it is among those whose head did not finish high school. (p. 31)

In addition to arguments derived from the rights of all to share equitably in the benefits of our society and in the decisions regarding the distribution of those benefits, there are social reasons for wanting to increase access. The Report quoted above notes that:

> The failure to obtain a minimum of high school completion among the population of males 25 to 34 years of age in 1970 was estimated to cost the nation:
>
> - $237 billion in income over the lifetime of these persons and
> - $71 billion in "lost" government revenues, of which about
> - $47 billion would have been added to the federal treasury, and
> - $24 billion to the treasury of state and local governments
>
> Welfare expenditures attributable to inadequate education are estimated to be $2 billion each year. The cost to the nation, due to crime that is related to inadequate education, appears to be about $3 billion a year and rising. There are social costs that cannot be stated in dollars and cents.

> Inadequate education also inflicts burdens on the nation in the form of reduced political participation and intergenerational mobility, as well as a higher incidence of disease. (p. 90)

Mildred B. Erickson, Assistant Dean for Continuing Education at Michigan State University, who has dealt with some 15,000 adults in the past eleven years as an advisor-counselor writes:

> I am convinced by my experience that many persons can be diverted from alcoholism, drugs and mental institutions if they become involved and interested in continuing their learning.*

It certainly appears that education pays off for both individuals and society. While there are those who argue that the relationship is oversimplified, until we have better evidence on this point, it seems imperative that public policy be directed to increasing equality of access to the maximum extent possible.

Even if this is accepted as policy, the difficult problem remains of how to achieve it. Equality of access for adults is likely to be at least as difficult to achieve as it has been for the young. Indeed, it may appear that, in the absence of compulsion, it will be harder to achieve. Whatever the difficulty, one criterion to be applied to any proposal for financing adult education will be the impact on equality of access.

At this point it may be well to recognize that whether or not the "case" is made for more public support for adult education, it is likely to get more support because there are more adults, they want more education, and they are voters. In the next 25 years, the numbers of individuals over 20 will grow by about 60 million, an increase of nearly 50 percent. Furthermore, this adult population will be the beneficiary of the education boom of the fifties and sixties. The median years of schooling completed for all adults was 12.1 in 1962, 12.5 in 1973, and will continue to rise. If past experience is any guide, those with more education when young are likely to want more when older. Furthermore, many social forces will be pushing adults to want and seek more opportunities to learn:

- the greater frequency of job and career change
- changing organization of work that will permit or even require continued education
- the decline in the numbers of youth will force educational institutions to be more aggressive in the quest for adult students
- the increased cost of material consumer goods will force a turn to non-material goods as sources of personal satisfaction
- longer life and better health will require more satisfying ways to live during retirement

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*Personal communication, January 27, 1975.

As adults demand more education, they will be able to get it through the exercise either of their own purchasing power or of their voting power.

The central public issues in the years ahead will not, therefore, be whether there will be more public funding for the education of adults but rather it will be who will be funded, for what, how and how much? The balance of the paper will deal with each of these issues.

Before we turn to these questions there is another consideration that is addressed to those who are now involved in providing educational services to adults and who may now be receiving or might hope to receive public support. These people are aware that much of the public financing of adult education has been categorical funding.

Specific needs have been identified and funding provided to meet those needs. Thus, there have been manpower programs to train and retrain workers for jobs, adult basic education programs to provide for adults who do not have basic skills; and the like.

Two consequences of this approach have been:

1. Separate administrative machinery and instructional programs have often been set up for each funding program. This results both in sizable costs for administration in relation to direct services to students and in difficulties in meeting the needs of individual students who may have need for services that involve several programs. Thus a person who wants job training but lacks basic skills may find that he has to go to one place on a Wednesday night to learn to read and to a different place on Thursday to learn a skill. Both will use reading material, but neither may build on or even know what the other is doing. To be sure there are institutions that put together all related services that a person needs, but they have to overcome administrative and accounting barriers to do so.

2. The second consequence of the categorical approach to funding adult education has been what might be called the "sub-optimization" of funding levels. What seems to have happened is something like this: the needs of a specific target group that might have political appeal are identified. The case is made, for example, that volunteer fire fighting companies would be more effective if the volunteers were trained. Funds are granted for this purpose, although not nearly enough to train all volunteer firemen. However, those concerned with the problem feel that something is being done, and, pleased that they have something, they become less vigorous in the pursuit of additional funds for firemen and have no interest in helping to get support for the education of other groups of adults. Thus, categorical funding tends to fragment the support for the funding of adult education generally, and almost insures that the amounts allocated for the specific purpose will be less than the amounts required to be truly effective.

If this analysis is basically correct, what it should suggest to those who are interested in any particular group of adult learners is that their clientele would be better served if they supported general aid for adult education rather than continuing to seek expanded categorical aid. It may well be that the general case, as presented in the preceeding sections of this paper, can be strengthened by reference to the needs of special groups. We suggest that both the special case and the general will be stronger if presented together rather than separately.

Also, in the following alternative methods of financing adult education, some may better meet the needs of some groups than others. This would give a reason for favoring those methods, but this factor should be weighted with the impact on meeting the needs of a broader group of adults. The preferred method or cluster of methods will be the one that provides a way of providing needed financial assistance to the maximum number of adults and which does not unfairly exclude any group. It is in light of this criterion that we would hope the alternatives will be examined.

III. ADULT EDUCATION - FOR WHOM?

In the past, participants in adult education have largely had higher incomes, and been younger and better educated than non-participants. We do not have data to indicate how much of the participation by higher income persons is publicly supported or what proportion of available public subsidy goes to differing income and education levels. Whatever the distribution, it is not now achieving equality of access among different groups.

Groups particularly limited in access are:

- The elderly - because of low income and limited mobility
- The handicapped - because of limited mobility and high cost of needed special services
- The poor - because of the cost of education, limited previous education and limited availability of reasonably accessable opportunities
- The undereducated - because of negative attitudes derived from past educational failure, lack of prerequisite skills, and fewer perceived rewards for gaining more education

For all these groups access is limited because they do not choose to use the discretionary funds available to them for education and because they have fewer discretionary funds generally than do participants. In addition, there are other factors over which they have little or no control and which also limit access. Some of these are:

1. Limited public student aid for part-time students.
2. Bias in student loan programs to younger, full-time, college students.

3. Few subsidy programs provide income maintenance for extended periods of study.

4. Those who do not participate have little voice in determining what should be offered, when, where or by whom.

There is a concern that, as adult education grows, the inequities in our society reflected by the unequal outcomes of early education, will be made even greater. To those who have already benefited most from the public subsidy of the education of the young, will go most of the benefits of the subsidy of adults.

A basic policy question is: should this inequity be a public policy concern? If so, what can be done about it?

IV. ADULT EDUCATION - FOR WHAT?

There are two ways of answering this question that will get us by it quickly in this paper:

1. One way to increase adult independence is to recognize that adults can and should have greater control over their own education than may be appropriate for the young. Thus, one answer to the question is: Whatever adults choose.

2. A second answer is that the topic of adult learning goals is a major area for examination in this study (see Interim Report page 16-19) and will be covered in another working paper.

V. ADULT EDUCATION - HOW FUNDED

Now we come to the point of setting forth the alternative ways of providing public funds to support adult education. Funds can be granted to providers of education, thus affecting the supply of opportunities; they can be provided to users, thus influencing demand; and they can go to both providers and users.

Within these broad methods, innumerable combinations are, of course, possible and each combination will produce somewhat differing impacts. The National Commission on the Financing of Post-Secondary Education identified some fifty possibilities and examined eight in some detail, using a model it developed for assessing the differential impact of each approach on the two factors of equity and opportunity. Whether this approach has any applicability to adult education is uncertain, and will remain so until there is better data with which to test the model.

For the present we must be content with less rigorous analysis of the more promising alternatives.

The following alternatives will be considered:

1. State financing of leadership positions
2. State financing of information and counseling services
3. State aid to institutions for adult students
4. Institutional incentive grants
5. Extensions of State aid to part-time and non-credit students
6. Entitlement approach
7. Tax incentives

1. State Financing of Leadership Positions

It has been proposed by the State Association for Adult and Continuing Education that the State should pay a portion of the salaries of full-time directors of adult education. This position is based on the assumption that what the field of adult education most needs is strong professional leadership. It is pointed out that currently most local or college adult education directors have this as only part of their responsibilities. This reflects the low status that adult education has in the eyes of governing boards and top-level administration, and it means that many directors move on to other jobs as soon as they can. This situation helps perpetuate the feeling that adult education has low priority both at the leadership level and among those who become involved for a time in it.

The proponents of State funding of leadership positions argue that the quickest way for the State to demonstrate its higher priority for adult education and get change in the field, would be to encourage the creation of full-time adult education leadership positions at salary levels high enough to attract and hold able people. It is felt that such people would then organize programs that would build a constituency that would in turn support more public funding of adult education. Also, such positions would, it is argued, strengthen adult education as a career and thus induce more attention by the colleges to the training of professional adult educators, who in turn would be able to offer better programs.

A further attraction of this proposal is that it could be done for a relatively modest amount of State funding, particularly if the State provided funding on a matching basis to local school districts, BOCES and higher institutions that hired full-time, qualified directors of adult education.

Another consequence of this proposal would be the necessity for the State to set standards for the qualifications of persons whose salaries would be eligible for support. At present there are no special qualifications to administer or teach in adult programs. Many persons in the field believe that this is a further source of weakness that would be remedied by some form of State certification for persons who are to administer adult education programs.

2. State Financing of Information and Counseling Services

In another working paper we make the case for the need for more adequate information and counseling services for adults.* Briefly stated, the case is that there are more educational opportunities in most communities than most people are aware. More adequate information would thus increase the utilization of existing resources with little additional outlay. As for counseling, there are only limited places adults in most communities can go for educational and career counseling. Counseling can help individuals make better choices among available opportunities or assist them in getting opportunities that may not otherwise be provided. Making the right choice means that the individual uses time and money to better advantage and the providing institution has its resources used more productively.

Thus funds invested in information and counseling services can help enhance the return on all other resources invested in adult education. Again, in relation to the total expenditures for the education of adults, the amounts required for information and counseling services are modest. This would probably be true if existing agencies like schools, BOCES, colleges and libraries are utilized. We are now studying the need for and the cost of such services.

3. State Aid to Institutions

At present the State does provide some support for the education of adults through various categorical aid programs and some general aid reimbursement for certain part-time students. The amount of support and the percentage of cost paid by the State from State or Federal funds varies depending upon the type of institution.

In this discussion of support for adults we encounter the problem of defining an "adult". Using age alone (over 18 or over 21) most students in regular college and university programs are adults. What we are concerned with here is the support provided for those adults who are not in the traditional sequence of undergraduate or graduate full-time study. Such persons are usually part-time students although some may be older adults attending full-time. The following summary, therefore, indicates primarily the aid available in various institutions for services to part-time students.

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*Lucy T. Comly, "Community-Based Educational and Career Information and Counseling Services for the Adult Public," Study of Adult Education (duplicated), January 1975.

a. Local School Districts

- State support on a "unit basis" for some High School Equivalency (HSE) students
- State aid at .5 ADA for students in Adult Basic Education, HSE, English as a Second Language, and high school credit courses in regular evening school programs (Chapter 241)
- Grants for adult vocational courses (Federal funds)

b. BOCES

- Salary of adult education coordinators reimbursed on aid formula to maximum of $8,500
- Grants for adult vocational courses (Federal funds)

c. Community Colleges (including those in New York City)

- 35 percent State support of operating budgets based on full-time equivalents (FTE); part-time students in all but some non-credit courses counted in FTE.
- Some funds for handicapped, disadvantaged and other special programs

d. Agricultural and Technical Colleges

- 100 percent support of operating budget based on FTE. Tuition goes to State. Part-time credit students only counted in FTE

e. All SUNY Four-Year Colleges, University Centers, and Educational Opportunity Centers

- 100 percent State support of operating budget based on FTE
- Tuition goes to State. Part-time students in all but some non-credit courses counted

f. CUNY Senior Colleges and Graduate School

- 50 percent State support based on FTE; part-time matriculated and credit non-matriculated students counted in FTE. Non-matriculated part-time students pay tuition

g. Private Colleges and Universities

- "Bundy" aid for degrees granted including those earned by part-time students

Thus the State's share of the cost of the education of an adult could vary from 100 percent to zero depending upon which institution the individual happened to attend; the cost to the student for the same course could vary from nothing to as much as $95.00 a credit in a private college; and an instructor could be paid at a different rate for teaching the same course at two or more different institutions.

We were unable to get reliable figures on the total amount of State aid that supports adult students, but all who are responsible for programs for adults are convinced that it is less than it should be. With more funding, more adults could be served and a wider range of programs offered.

More aid could be provided by increasing the State's share in the formulas listed above and/or by increasing categorical program funding.

Along with consideration of such increases there needs to be an examination of the question of whether it is good State policy to have such variations in State aid and good educational policy to allow the cost to the student to differ so widely without any necessary relation to the nature or quality of program taken.

There are other problems as well. It is argued by institutions whose aid for part-time students is based on FTE that this is unfair since the several students who may contribute to one FTE require more overhead for such services as counseling, library and administration than does one full-time student. They argue, therefore, that there should be some additional weighting in the formula for part-time students so that they may be provided with services equivalent to those given full-time students. The merits of this argument and the proposed remedy need to be examined.

The converse of this position is also advanced. It is argued that the cost to institutions of part-time students, whether credit or non-credit, is not nearly as high as the amount received as aid or fees. Thus, the part-time student is helping to carry the rest of the program while being denied services that he could well use.

A related complaint from some adult education administrators is that they do not know how much State aid is earned for their institutions by adult students and so have no way of knowing if they are getting their fair share of the institution's budget.

Furthermore, the continuing education budgets must include 32 percent for fringe benefits for instructors even if they are otherwise fully covered. It is felt that this unfairly reduces the amount available for services to students.

Another FTE problem has to do with a determination of which non-credit courses can be counted. Practice differs among institutions and there is a running debate on this issue with State auditors. One possible solution that has been suggested and adopted in other States is to provide State support for all non-credit work but using a different unit than the credit hour (FTE) such as the new Continuing Education Unit (CEU).

Even where non-credit programs are fully self-supporting, state policy requires that after two years they be included in the FTE projections. This is felt by some to limit the capacity of such programs to continue to grow if there is growing demand.

There are doubtless many other problems that those involved with part-time programs in our schools and colleges can point to.

One way to deal with this whole matter would be to appoint a task force consisting of representatives from each type of institution, the Education Department, State University, City University, the Governor's Office and the Legislature. Its charge would be to work out funding arrangements for supporting part-time students in the schools, BOCES and colleges of the State and to recommend an appropriate level of support for such students.

4. Institutional Incentive Grants

One important objective of State funding policy should be to increase equity of access to educational opportunities. A measure of increased equity is greater similarity of participation rates in education programs among differing groups. Funding policy increases participation if persons who otherwise would not have participated at all do so, or if individuals have a greater range of choice among programs as a result of increased funding. Since it is impossible to identify those individuals who would not have participated or have selected a particular program without additional aid, it is impossible to target aid just on them. So, when it is desired to increase equity, funding is made available to all those in a particular category without regard to whether the aid is needed to induce participation or widen choice. The result is that a large amount of aid must be given in order to get a small gain in participation rates.

An alternative solution is to reward institutions for the increase in participation that they achieve for desired categories of students. Thus, for example, if it is decided that it would be desirable public policy to increase participation of elderly persons in educational programs, aid could be offered to all elderly--an alternative that will be considered below--or institutions could be paid a certain amount for each elderly student that they enroll beyond the number they currently enroll, perhaps with an adjustment for natural growth. As long as the incentive grant per student was equal to or greater than the amount required to enroll and instruct each such student, each institution would have a financial incentive to enroll more elderly students. An institution might increase its enrollment by any of a variety of measures--more publicizing of its offerings to the elderly, modified and new programs designed to meet the special needs of the elderly, or additional student aid to the elderly. Whatever the method used, if the result is the enrollment of more elderly students, then the State objectives will have been met.

What needs to be determined, perhaps by some trial efforts, are answers to the following:

1. Will institutions respond to incentive grants with actions that will increase the number of participants?
2. Will the total number of participants increase or will the result be merely to shift the enrollments from certain institutions to others? Such a result would have increased choice but done nothing to increase participation.
3. Will the costs to the State be significantly less than more direct aid to students?
4. Will students' real educational needs be as adequately met as under other alternatives?

5. Extension of State Student Aid to Part-Time and Non-Credit Students

All of the preceeding financing alternatives provide money to institutions which then use it to provide programs that they hope will appeal to students. In some cases the amount an institution receives depends on the number of students enrolled, but the student does not get the money or control, except indirectly, its use. An alternative approach to financing is to provide funds to students for use in institutions and programs of their choice. The funds may be in the form of grants, the Tuition Assistance Program (TAP), or loans, the Student Loan Program. In both of these programs the amount of money a student may get is related both to need and the cost of tuition at the institution attended. Both programs are now restricted to full-time degree students. Several steps that could be taken to extend these programs to adults who are not full-time students would be:

a) Make part-time students eligible for TAP on a basis related to the number of credit hours taken. One estimate for the cost of such extension in 1975-76 is $40 million.

b) Extend TAP also to non-credit programs, with an exclusion for those courses that are clearly recreational.

c) Make part-time students eligible for loans. One problem that would need to be dealt with is when the repayment period starts. With full-time students it is nine months after they cease to be full-time. How should it be calculated for part-timers in order to prevent virtually indefinite postponement of repayment?

6. An Entitlement Approach

Each modification of the aid-to-student approach that reduces the restrictions on the conditions under which the aid may be used moves the aid toward a voucher or entitlement approach. An educational entitlement is a claim given to individuals for a certain amount education(for example, twelve years of free elementary and secondary schooling) or a certain amount of money that may be used for educational purposes (for example, veterans' educational benefits usable for tuition and expenses). Applied to the education of adults, all restrictions as to time of use would be removed and the choice of education options would be very broad.

In another working paper entitled "Financing Lifelong Learning--A Proposal for An Age-Neutral Educational Entitlement Program",* we have developed one possible entitlement approach and it has been sent to experts in the financing of education for comment. In addition we are keeping in close contact with studies on entitlement and other approaches to financing of adult education being undertaken by others.

Out of these explorations we expect to have a better conception of the viability of entitlement approaches from the standpoint of education, economics and politics, and will then be able to recommend possible programs for State or Federal action.

In addition to studying the entitlement concept abstractly, we will be looking at ways to extend existing entitlement type programs such as TAP and the G.I. Bill to more adults and of trying out the idea on a limited basis with other groups.

For example, one possibility would be to provide an entitlement to persons in public service employment under the Comprehensive Employment and Training Act (CETA) to allow them to obtain the educational service they feel would best meet their needs. Coupled with the grant of the entitlement could be the provision of counseling services. The counselor's role would be to help the individual decide how best to use his entitlement. He would have no role in the approval process. That role would be done by someone else, and the only basis for disapproval would be if the proposed expenditure were illegal or outside guidelines set for use of the entitlement. Since CETA funding is for a limited duration, the entitlement would have to exercised within the time availability of the funds. In every other respect the test situation would be a simulation of a larger scale program.

*See Appendix A.

Still another possibility would be an approach modeled on food stamps. Persons eligible for food stamps might also be made eligible for education stamps that would be used to purchase education services. Stamps of a given value might be given to all eligible persons or they might be purchased at some fraction of their value as is the case with food stamps. The implications and possibilities of this approach may be worth exploring.

We shall be looking for other opportunities to test the idea, either through existing programs or as part of new legislation.

7. Tax Incentives

Another approach to the public financing of adult education is through use of tax incentives either to individuals or to employers. The basic advantage of a tax incentive is that it is a means for public stimulus of a desired activity without a direct outlay of public funds. Its corresponding disadvantages are that it can only be used by those who pay taxes, there are no limits on how extensively the incentive may be used, and it is subject to "loophole" abuse.

In spite of the disadvantages there may be sufficient merit in some tax incentive approaches to warrant their use in conjunction with other means.

One possibility for tax incentive would be to encourage employers to provide educational benefits to employees either for job related education or, preferably, for any educational purpose. Many employers now provide training for their employees and many have tuition reimbursement plans for education or training not provided by the company. One of the most carefully developed comprehensive plans is that provided by the Kimberly-Clark Corporation for its employees. Several European countries also have taxing schemes designed to encourage greater employer support of education. We shall be examining the studies on the impact of these various approaches to see what they indicate regarding wider applicability. We do have indications that most tuition assistance programs are not used extensively by employees nor are education benefits that have been won by some labor unions. We want to find out why this is the case, and what might be done by public policy to increase the use of funds that are already available for educational purposes.

This area is of special importance because of the expectation that in the future there must be a closer and more continuous relationship between education and work. Any measures that can help facilitate this relationship should be seriously examined.

Tax incentives can also be used to encourage individuals to undertake education. One way would be to extend the present deduction for job-related education to all educational expenditures. Another way would be to provide a tax credit up to some specified amount per year for specified educational expenditures. Persons whose taxes were below the allowable amount could be given a refund for approved educational expenditures up to the limit of the credit. This would then be a form of entitlement and would come even closer if unused tax credits could be carried over to future years.

Still another variation would be to give the tax credit for only a portion of the educational expenditures, thus encouraging people to use some of their own money as well. This would tend to favor persons with higher incomes, although an adjustment might be made on the percentage of personal contribution required in relation to income. In this way a person with very low income might get the full tax credit even without any personal expenditure and the amount of personal expenditures required would be scaled upward for higher income levels.

Another possibility is a voluntary tax-shelter annuity plan. Under this arrangement, an employer (or self-employed person) deposits into an annuity plan some part of an employee's salary up to some limit. This amount is not counted as taxable income at the time deposited but rather at the time it is used. In this way the individual has a lower tax both at the time of earning and at the time he uses his money when, in all likelihood, his income will be lower. In addition, the amount on deposit would earn interest, and the tax on the interest, too, could be deferred until the fund is used. An individual who did not use his fund for educational purposes prior to retirement, could draw on it for any purpose after retirement.

VI. CONCLUSION

If opportunities for lifelong learning are to meet the needs of the future and are to be made available equitably, there must be increased public funding.

The time has come for New York State to set as a policy objective the elimination of financial barriers to access to lifelong learning opportunities for all adult. It will take many years to achieve full realization of that objective, but it should be made clear that each proposal for funding will be examined in terms of its contribution toward that objective.

If this objective is accepted, it provides one criterion in terms of which to assess the seven alternative approaches to financing that we have identified.

EDITORIAL

Lifelong Learning—A Definition and a Challenge

Wilbur J. Cohen

SENECA, the Latin philosopher, wrote, "As long as you live, keep learning how to live." Centuries later André Gide, the French critic and novelist said, "The wise man is he who constantly wonders afresh."

The scientific and technological explosion in this century has caused us all to recognize that learning is a continuous, permanent, lifelong pursuit. It is a process which commences with birth and only terminates at death and is then carried on by others in a never-ending continuum.

Education and learning are not synonymous with schools and schooling. While schools are a vital part of the learning process, they are only a part. Parents, peers, and community institutions also play a vital role.

I am constantly surprised at the number of people who assume that they have "completed" their "education" with some degree, certificate, or other credential. We give degrees in the United States in a ceremony appropriately called "Commencement." A degree is only a passport to enter the world of work and experience and to help improve the quality of life. It is permission to commence.

In my 40 years of adult experience I have employed many different kinds of people for many different kinds of work. I have found that the person who learns by doing, who learns by thinking, who learns by experience is a valuable member of any team. The person who has a curiosity, a willingness to question the status quo, and to want to know more about his or her assignment is the person who most likely believes in lifelong learning.

Such a program "could unleash vast resources which would increase the productivity, happiness, and creativity in our nation."

Our educational institutions must become more flexible to meet the needs of these persons. We must find more ways to break out of the traditional lines of learning and living. There is no one right way to learn or to live. The human capacity for variety is unlimited. Our educational system today must take these elements into account much more than ever before.

We could have more institutes, workshops, and seminars on Saturday, Sunday, or evenings. We could encourage employers, unions, and individuals to give workers a sabbatical periodically to learn new skills or develop new careers. We could urge the extension and expansion of educational television programs. Community colleges should take their programs into the community to serve the needs of disadvantaged groups. Schools and community institutions should provide early childhood education centers for every parent who wishes a child to have such an opportunity. Senior citizen centers should be established in every neighborhood so that every older person has an opportunity to continue to learn, enjoy, and experience new ideas and new relationships.

A New Concept of Retirement

We should establish a new concept of retirement: *phased retirement or part-time* retirement. This would permit those persons who want to work and are able to do so to phase into total retirement over a period of years. Working part time or part year and "retired" part of the time, they could engage in new learning ventures in an educational environment or in travel or group discussions. Educational institutions should take the leadership in fashioning different kinds of programs for persons with different kinds of need. We must succeed in persuading people to the idea that no person is too old to learn new or old ideas.

These objectives must be accepted and advocated by leading educators and those publicists who circulate and perpetuate "conventional wisdom." Our state and federal educational leadership should emphasize lifelong learning and make it possible for people who believe in the concept to experiment and innovate in this area. We need federal and state funds earmarked for this specific purpose.

The idea of lifelong learning is both a very conservative and also a very radical idea. It accepts experience and yet questions the existing order. It values the past and looks toward the future by maximizing the present. It does not repudiate credentials but it does not accept them as the only evidence of learning.

"To Rise to Great Things . . ."

Lifelong learning is a challenge to our ingenuity and our versatility. It is our hope for a better world and for self-fulfillment for more people. It is not the exclusive prerogative of any group or any profession. It is an enterprise in which young or old may join as Charles Perrault once wrote, "to rise to great things and stoop to small ones."

Our society is bombarded today with the foreboding of "gloom and doom" about the future. I do not share this view. We can build a better world, a more just society, a better environment, and a responsible and responsive set of government, business, and labor institutions. But to do so we must apply our best thinking to our problems.

There is a vast reservoir of ideas among women, minorities, and the majority which goes unutilized and unrecognized. A nationwide program of lifelong learning could unleash vast resources which would increase the productivity, happiness, and creativity in our nation. Now is the time to take up this challenge and make 1976 the year we revolted against our apathy and disillusionment to create a new direction in our national life.

—Wilbur J. Cohen, *Dean, School of Education, University of Michigan, Ann Arbor.*

Future ASCD Annual Conferences

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1978	March 4-8	San Francisco	*Civic Center*

THE ADULT LEARNER

a review of recent research

CURTIS G. LARSON

An industrial arts educator, the author wrote this article as Ed.D. candidate in industrial-technical education, Utah State University.

Since an up-to-date working knowledge of how adults learn is the keystone of good teaching at the adult education level, it behooves us as members of the industrial education profession to make an occasional survey of what researchers are doing in that field of learning.

A good definition of the adult learner and some highlights from adult learning research are presented by Jane C. Zahn (10):

"Adults are not merely tall children; they differ from the young in many ways that influence their learning. They have different body characteristics, different learning histories, different reaction speeds, attitudes, values, interests, motivations and personalities. . . . More and more research evidence shows that the basic ability to learn changes little, if at all, with age. Such changes as do occur as people grow older are not changes in ability to learn but changes in the physical state, including disease, changes in attention, motivation and ways of viewing experience."

A number of longitudinal studies confirm that individual intelligence does not decline significantly until people are in their sixties, and verbal intelligence tends to increase with age. Studies of adult learning have shifted emphasis from an age group with a median of 42 years (Thorndike's pioneer study) to comparing persons in their twenties with those over 60 years of age.

One graphic example of the change in attitude toward adult learning ability is illustrated by the FAA decision several years ago to let pilots up to age 55 undergo training to shift from propeller-driven airliners to jet airliners. A dramatic change at age 55.

Adult Motivation. Adults who return to school appear to be motivated by two distinct sets of factors. Those who have 12 years or less of formal schooling seem to be motivated by economic factors—the need for a better job, the need to upgrade job skills, and the number of their dependents.

Adults with more than 12 years of formal education are primarily motivated by the drive toward self-actualization—the need for fulfillment of personal capacities and talents, and the need to develop better understanding of themselves, other people, and society (8).

In an article on adult learning and modification of attitudes, Dale G. Andersen (1) comments that, in general, adults learn what they want to learn and do best when they take an active part in the teaching-learning process.

Adults are not as fast as children; they may not see as well, hear as well, or react as quickly. However, when their learning can be based on past experience, they learn faster and more than children. They also learn more readily if their health is good.

Adults learn much more quickly and effectively in a non-competitive atmosphere where they can cooperate with other class members and use their experiences to foster learning. They show much greater progress under supportive instruction and in situations where satisfaction occurs during the learning process.

Punishment and threatening instructions slow up the learning process in adults much more than in children. The adult has a higher anxiety level in new learning situations and his adult dignity is at stake.

Tests and the Adult. A frequently asked question is: Are intelligence, aptitude, and achievement tests appropriate for adults? The answer is a qualified yes.

Studies by Whittemore (9), Zahn (10), and Knox (5) have demonstrated that:

1. The Weschler Adult Intelligence Scale and the verbal and nonverbal batteries of the California

Test of Mental Maturity can be used to determine IQ levels.

2. The General Aptitude Test Battery used by the U. S. Employment Service and the numerical battery of the Differential Aptitude Test can be used for placement and to determine mathematic skills.

3. The Iowa and Gates Reading Tests appear to be reliable guides to reading achievement.

4. The Kuder Interest Inventory can be used as an occupational counseling tool.

The findings of these and other studies support the generalization that the adult's intelligence and his achievement are closely related and standardized tests can be used to determine adult achievements.

Anxiety Factor. Too few teachers know enough about the adult learner's anxiety level. Adults bring a good deal of internal insecurity into a new learning situation. Perhaps this unresolved anxiety is a factor in the dropout problem which plagues administrators of night school classes.

Most educators agree that anxiety motivates people to put forth maximum effort; what most teachers do not realize, however, is that the adult learner's anxiety level is usually more than high enough to maintain his drive for success. Teachers who add stress through demands and competition may be defeating their own purpose.

Reporting on a project they conducted on the effects of anxiety on learning time and attitudes of new employees at Texas Instruments, Inc., Gomersall and Myers (3) state that when the company devoted one extra day to orientation, communication, and reducing new employees' anxiety, they observed the following:

"At the end of one month the experimental group was significantly out-performing the controls . . . . Training time was cut in half; costs were lowered to one-third of previous levels; absenteeism and tardiness dropped one half, and waste and rejects to one-fifth of previous levels."

It would appear that anxiety reduction has some financial benefit for industry as well as personal benefit for the employees.

Required competition can be a potent factor in raising anxiety level, according to findings of Haines and McKeachie (4) who made a comparison of teaching. They found that, when compounded by the learner's existing anxiety level, the tension created by class competition, especially under a competitive grading system, resulted in an undesirable situation. Their conclusion was stated as follows:

"The present research demonstrated that students in competitive discussion situations became more anxious, displayed greater incidence of self-oriented needs, and found themselves losing self-assurance. Further, they were less able to perform effectively in recitation."

In Summary. Recent research has uncovered at least nine factors concerning the adult learner which appear worthy of consideration in curriculum development. In brief, they are:

1. Intelligence does not decline after age 30 or 35, but continues almost unchanged until about age sixty-five.

2. Teachers can use a number of current intelligence tests, such as the WAIS, the CTMM verbal, CTMM non-verbal, and the Otis Beta to assess IQ. Achievement batteries such as the DAT and the Gates Reading Tests can be used to assess subject-matter achievement levels, and some psychological assessment batteries can be administered to assist in the placement and advisement of adult students.

3. Adults slow down in reaction time as they mature; they may not see or hear as well as they did at 20.

4. Chronic physical problems such as heart disease, diabetes, and hypertension slow down the learning process.

5. Adults may have problems unlearning some things and restructuring some of their values, but under supportive instruction, are capable of doing so.

6. If new material is based on their past experience, adults learn faster than children do.

7. Adults do not like competitive class situations. They do not like to be compared with others; nor do they respond well to disciplinary measures. Adults work better in cooperative, non-competitive, non-evaluative settings. They have a great deal of training and experience to offer and a lot of adult dignity to lose if they feel they are failing.

8. Many adults come to their classes with anxiety about their ability to succeed in a new learning situation.

9. Anxiety must be reduced for learning to be maximized.

In our planning as teachers of adults, it seems essential that we make provisions for fully utilizing the adult learner's motivation for self-actualization, his rich fund of experience and his ability to work cooperatively. We must keep in mind his individual differences, his anxiety about new learning situations, and his aversion to evaluation and comparison with others.

If the teacher demonstrates by word and deed that he sees the adult learner as a unique and worthwhile person, an equal partner in the teaching-learning process, both he and the learner will derive maximum benefit.

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WORKING DRAFT

TOWARDS A PERSPECTIVE ON THE FUTURE OF ADULT EDUCATION IN THE UNITED STATES: WORK IN PROGRESS

by

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INTRODUCTION

This document sets forth a series of general propositions about adult education and learning. The propositions are of three kinds:

1. Those which identify long-term policy issues and problems;
2. Those which elucidate or interpret complex phenomena;
3. Those which serve as preliminary recommendations for policy formation or program development at the local, state or federal (national) level.

These propositions are drawn from over 300 pages of material--concept papers, draft legislation, research review, etc.--developed over the past 12-18 months in the Future of Adult Education and Learning project of the Educational Policy Research Center under a 309(b) grant from the USOE Division of Adult Education.*

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* See Appendix, p. 8.

I.

ADULT EDUCATION, ADULT LEARNING AND YOUTH EDUCATION

1. In the latter half of the Twentieth Century, the greatest expansion of educative activity occurs with adults. This expansion, as such, is not yet recognized in public educational policy, through the public funding of institutions, programs, or adult learners, or through public funding to develop an adequate information or data base (e.g., NCES, NAEP or other data collection activities) for policy formation.

2. Despite this expansion, educational policy (federal, state and local) still rests on the belief--a widely held myth--that education does and ought to take place only or primarily in schools and colleges (K-16). This historic belief rationalizes a front-loaded system of formal, core education which continues to expand upward in lockstep fashion.

3. Adult education continues to be viewed as an adjunct branch of the formal, core system. Public policies provide grudging support for those adult learners who did not make it through the core system (ABE, MDTA, GED, External Degree, etc.). Public education policy does not recognize that adult education and adult learning represent needs, goals and actions fundamentally different from the custodial, economic and socialization functions of youth education.

4. The non-system character of adult education gives it flexibility in response to social issues and personal needs and goals. The non-system is receptive to innovation and invention in methods, programs, and institutional formation. These represent a great strength in an era of profound social change and transformation, one of whose features is a gradual erosion of consensus about what education is for.

5. Adult education, unlike the core system of schools and colleges, occurs in an incredibly varied array of times, places, formats, programs and institutions. It does not exhibit the powerful centralizing and nationalizing characteristics of the core system, such as uniform criteria, standards and institutions for measuring and evaluating inputs and outcomes, for certification and for accreditation. Unlike the core system, adult education does not exhibit an overall philosophy and ideology, a formal, uniform and replicable governance structure, or a well-grounded and reliable data base.

6. The flexibility and non-systemness characteristic of adult education will tend to be replaced by more uniform and homogenizing features under at least two circumstances. The first is the possibility that cohesive and generalized adult education policy be formulated at the federal and state levels. In the interests of accountability, measurement and certitude in achieving social goals, a public policy may impose system-like features on adult education, to the detriment of its flexible and innovative capacity. The second circumstance appears even more likely. In the interest of maintaining its traditional hegemony, the formal, core system will tend to co-opt the expanding adult education and learning activity through control of accrediitation and certification procedures and institutions, in an ever-expanding institutionalized structure which does not and cannot serve those human and social characteristics which profoundly differentiate adults from youth.

7. Adult learning represents an even more varied and pervasive activity than adult education, but we know even less about it from an empirical and theoretical viewpoint. Adult learning is not a policy domain. Major, new research is required, to understand the personal and social conditions under which adults engage in learning, for what reasons, with what goals, by what methods.

8. The fundamental policy issue and goal is to devise ends and means which enable adult education and learning to develop and expand without the constraints, traditions and myths of youth schooling. In the long term, this

means replacing a front-loaded system of preparation (K-16) with a life-long, recurrent or continuous structure of educative opportunity and action. This would represent a long-term, fundamental shift in social beliefs and public policies about the purposes of education, and where, when, how and for whom it should take place. The reasons for this shift do not eminate from the philosophy, beliefs, ideology or institutions of the formal, core system. They emerge from a clearer and more accurate understanding of the dynamic relationship between the educative action of persons and their concrete social experience and situation.

II.

SOCIETY, SOCIAL PROBLEMS, ADULT EDUCATION AND LEARNING

9. The situation confronting members of this society is characteristic of an era of profound social transformation, in which the dominant institutions and social myths of the past are called into question by concrete experience. Four factors are probably unique to this era of change, as distinguished from prior eras:

a) the power of science and technology to impact on our daily life, concomitant with a widespread belief in the efficacy of science and technology to solve social and human problems;

b) the explosion of knowledge, the rapid development of new instruments to communicate knowledge, and the consequent susceptibility of citizens to subtle forms of information manipulation;

c) the durable and still unresolved problem of social justice, exacerbated by the absence of community and the economic interdependence among nations and social groups within nations;

d) a widespread sense of powerlessness: the belief among citizens of all classes that they can not impact upon major institutional structures and "impersonal" forces which control their lives.

10. Adult education and adult learning represent a very mixed response to these beliefs and societal and international pathologies. Unlike the formal core system of schooling, this response is not and need not be primarily reactive, adaptive or uniform. It is often pro-active, creative, intentional and inventive. To the extent to which adult education is co-opted by the formal core system, however, its response will tend to become reactive and uniform.

11. The educative activities of adults must lead to the development of their competencies to reconstruct society according to criteria of humaneness and community. Social and public policy does not now possess the instruments to provoke or guarantee the development of these competencies, in part because of the erosion of consensus about the meaning of humaneness and community.

12. New policy approaches must be designed, based upon an understanding that adults can be enabled but not made to develop these competencies. The design of these approaches--policies, plans, programs, institutions and activities--should not reside primarily in the hands of experts, adult educators and teachers, or the policy and administrative apparatus at the federal, state or local level. Their design should emerge from participatory action, resting on a new understanding of civic literacy which asserts the primacy of personhood irrespective of social class of origin or prior level of formal educational attainment.

13. Educative activity of adults must become increasingly located and legitimized at the locus of their concrete, daily experience and action space--at the places and times of work, home, leisure, politics, communication, church--in such a way as to encourage their competencies to transform the

structures and meaning of this experience. This educative activity should seek to enable adults to invent new opportunities for intentional interaction both within and outside of traditional institutional structures of economy, polity and governance, education, kinship, and the cultural, symbolic life of the society.

III.

TARGETS OF OPPORTUNITY FOR ADULT EDUCATION POLICY

14. Among the social groups least represented in adult education policy and program at federal, state and local levels, and most deprived of opportunities for educative action, are:

a) the elderly--20,000,000 over age 65--de-humanized, cast off, with few, if any, opportunities for participatory action in the major institutions and structures of work, home, politics and education;

b) the working classes with incomes below the median, who participate least in adult education opportunities--70,000,000 adults with less than 12 years of formal schooling, 20-30,000,000 with less than six years of formal schooling. Public policy should not primarily aim at returning them to school or providing them educational certificates. It should aim at devising new structures, institutions, and educative situations in whose design they participate for the expression of their own purposes.

15. The identification, recruitment, selection, training and support for community facilitators who possess, out of their personal and social history, the competencies to engage others in educative action in the places and times

most grounded in their concrete experience--at work, in the neighborhood, in community organizations, in the church, at home, and in their local politics. The criteria for selection and training should not be developed by current institutions of certification and accreditation in the core system. Public policy should aim at facilitating the invention and development of new kinds of structures of educative action which are organized to achieve these purposes.

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Third General Session
Wednesday, March 13

HIGHER EDUCATION: BREAKING UP THE YOUTH GHETTO*

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It's against all rules of public speaking, but I must begin by making a confession. The simple truth is that I feel squeamish coming here to talk about the future, when some days I'm not even sure about tomorrow--to say nothing of the 1980s.

My confusion is similar, I suspect, to Robert Benchley's who had great difficulty during an exam at Harvard College. On that occasion, as the story goes, he was asked to discuss the arbitration of the conflict over offshore fishing rights, first, from the point of view of the British, and then the United States. Benchley paused awhile and then replied: "I know absolutely nothing about the offshore fishing dispute from the British point of view, I know even less about the position held by the United States, and I therefore should like to discuss the problem from the viewpoint of the fish."

I've gained courage from Benchley's brashness, and the "submerged perspective" of the fish fits nicely my condition. However, before talking about the future, I should like to look briefly at the past (which, of course, is always quite clinical and safe).

Since World War II, higher education in this country has had both great progress and great good luck. During these heady, happy times, we responded to the "avalanche of students" sparked first by the GI Bill and then the baby boom. We ran classes from early morning to late at night; Federal grants came pouring in; alumni fund drives often reached the top; and the shadow of McCarthyism lingered for awhile and then faded from the scene.

Somehow, almost miraculously, we emerged from these hectic, exhilarating years with a network of colleges in America which C. P. Snow characterized as one of "the World's greatest glories." During this twenty-five year period, we constructed more college buildings than had been built during the 300 years before, and the percentage of our high school population moving on to college shifted from 1 in 8 to 1 in 2. And I'm convinced that when the final chapter of higher education has been written, this period--since World War II--will indeed stand as one of the "greatest glories" of our time.

At bottom, of course, two things made all of this come to pass: One was the Nation's blind belief in education; and the other, money. It seems incredible now, but in the mid-1940s this country spent only $1 billion on higher education! Today, the annual operating budget of the State University of New York alone is over half that figure, and total yearly expenditures for higher education in this country now approach $30 billion.

But I scarcely need to remind this audience that times have changed. Higher education now faces what John Foster Dulles used to call an agonizing reappraisal. The postwar bulging budgets are now behind us, the baby boom has subsided to a cap gun pop, there is a dip in college applications among the high school population, and public and private institutions across the land are cutting back, trimming costs, terminating contracts and, in some cases, grimly fighting for survival.

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And what are we to make of all this? Some propose it's time to fold our tents. Our colleges and universities, they say, have passed their peak. The glory days are gone, and we must now live with something called "retrenchment" and the "steady state." Clearly, these people speak substantial truth. Higher education in America does face a major crisis, and only the careless or the misinformed could be complacent.

But it's also true that our problems may, at least in part, be self-imposed. We are inclined to project upon the future some outworn assumptions from the past and, in doing so, we may fail to notice that while some *traditional* "doors of education" are now closing, some *nontraditional* ones are beginning to swing open. As Dickens said, "the worst of times" can also be "the best of times" depending on our point of view, and there is some reason to believe that higher education may be entering a period of great renaissance, rather than decline.

For one thing, people are now organizing their lives in ways far different from former years. Historically, the span of human life has been chopped up into slices like a great salami, with each section having a special flavor all its own. First there was the all-too-thin slice of early childhood-the time of happy play; then a thicker slice--12 to 20 years--devoted almost exclusively to full-time learning; next, the thicker chunk of full-time work; and, finally, retirement--the little nubbin characterized by some as "dignified decline." In the life cycle just described, the successive stages of existence were kept rigidly apart, clanking along behind the other (to change the simile) like a string of freight cars behind an engine.

And how does all of this relate to higher education? Quite simply--since we have throughout the years accommodated fully to this long tradition.

For example:

Our catalogues and brochures were written for the young, as if students came in just four sizes: 18, 19, 20, 21.

Classes were scheduled mainly Monday through Friday, usually 10 to 4--colliding head-on with the world of work and assuming the student had no other duties to perform.

The academic year was broken into chunks of study called "semesters," with time off in the summer so young students could go home to help their parents with the crops.

And college education was to be completed before young adults entered the working world, never to return.

The campus was a kind of ghetto for the young--a place where older people seemed like misfits in a strange and foreign land; retreads engaged in a kind of salvage operation, out of step with the learning cycle, if not the divinely ordained cycle of life itself.

This neatly ordered view of life, slightly caricatured perhaps, has until the recent past been locked into an iron vise of custom. But now the tidy pattern has begun to break apart and the implications for higher education are enormous. Young children, for example, now engage in learning much earlier than before and today about 40 percent of all boys and girls enroll in preschool programs *before* they enter kindergarten. And with Sesame Street and the Electric Company in the home, the rigid time between "play" and "school" life segments is now blurred.

Students of traditional college age have also changed. Young people now mature physically two full years earlier than did their grandparents 50 years ago. They are old enough to vote, and they have the right of legal contract in 43 of our 50 states. And increasingly, students leave college early or enroll for only part-time study. They are finding ways to break out of the so-called "learning cycle," which seems to them (with some justification, I might add) a time of endless incubation. (Significantly, in just one year, the number of part-time students in the State University increased from 132,800 to 141,600, an increase of 6.6 percent.) Clearly, the so-called college-going years are now less well defined.

The adult work schedule is also breaking up. Today, working people are less and less involved in earning bread five days a week from early morning to late at night. In 1900, the average workweek in America was 62 hours long; it dropped to 43.4 in 1945 and today stands at 37½ hours. Also, the four-day and three-day workweek is now a serious proposition. When the Kyanize Paint Company in Massachusetts shifted to a four-day pattern, it was deluged with inquiries from other companies, some of which have followed suit. Merchant marine employees now have 10 days of paid vacation for 30 days at sea--a total of 4 months off every year.

Finally, there are major changes among older people, too. We hear a lot these days about how we've moved from a baby boom to a baby bust, but equally impressive is what's happening at the other end of the population curve. Life expectancy has increased from age 47.3 in 1900 to 71.1 in 1971. By the year 2000, it is estimated that half the population will be over 50 and 33 percent will be over 65.

In this decade alone, the number of Americans over 60 will increase by 35 percent and those in the 50 to 59 age bracket will rise by 17 percent. Further, many people in these later years find themselves outdistanced by the pace of change. They are forced into "early retirement" (as an alternative to simply being fired) with years of productivity left. This pattern is not only wasteful, but tragic in simple human terms.

The point I make then is this. Through most of history, the early years were times of freedom, then came formal education and, after that, came work and early death. We quite properly organized our learning in institutions to fit this rigid cycle, serving principally the young and unattached. And with the birthrate falling off, we are inclined to panic at the prospects of a new depression, threatened by the loss of our "natural" clientele.

However, there is another way to view the present scene--the glass half empty may also be half full. For even though the baby boom has slackened, there are still more people to be served. Mid-career people have more leisure time, and they face the crisis of early obsolescence. Older people now retire early, live longer and, like their grandchildren, have more free time and are socially unattached. For the first time in our history, higher education may now be viewed not only as a pre-work ritual but also as a process to be pursued by everyone from 18 to 85.

If colleges and universities redefine their assignment in this way, we need to be working on new ways to provide recurrent education, while adapting to the changing population curve. And here three suggestions might be helpful.

First, let's build more flexible study arrangements into the undergraduate years. Some colleges even now have introduced a program which pre-enrolls high school graduates, then holds their acceptance while the young person devotes a year or two to work or travel before coming to the campus.

Also, there is growing interest in a "step out program," an option which grants students a kind of leave of absence after several years of college before they finish their degrees. Such a move replaces the old "dropout" stigma which (again reflecting our "freight train" view of life) assumes that to interrupt the years of study is to leave formal learning forever.

As colleges formalize "in and out" arrangements such as these, they recognize that mature young students often have an urge to pause, to interrupt the years of pre-work study, to continue education while also engaging in work apprenticeships as well.

Beyond that, let's mix formal and informal learning throughout the adult years. By this, I do not mean some vague commitment to continuing education, a term which unfortunately seems to have lost its juices. Rather, I suggest we think of recurrent education for specific groups of adult students, with specific programs to meet their needs.

Let me present a few examples to sharpen the point.

In New York there are 14,000 men in state correctional institutions, 1,000 of whom finish the GED high school equivalency test each year. The need for post-high school education among these inmates is apparent if we are to rehabilitate these people and slow the "return rate" among prisioners which still stands at a startling 35 percent. In response to this apparent need, the University has joined with the New York State Department of Correctional Services to open a college for inmates, a minimum security prison where all of the inmates will be full-time college students. It's continuing education with a very special focus.

Another group would be our servicemen and women. In the United States over 340,000 volunteers enter the armed forces every year, and many of these people are eager to continue formal study. The prospect of developing a Servicemen's College Program to serve those stationed close to a campus, as well as those who are more distant, is, in my opinion, a major higher education challenge which must be met.

Educating practicing professionals in such fields as medicine and law (to name a few) is a major challenge. Some states now expect medical doctors, nurses, and dentists to take course work before they can be relicensed. And universities have a special obligation to offer the right courses at the right time and place to fill this bill.

Also, those in industry, business, and the home cannot be overlooked. Most employees now have more leisure time, and yet both employers and employees are discovering that the "absence of work" is not enough. With shorter days and longer weekends, workers often find themselves at loose ends, wandering around the house like children with chicken pox. And management finds to its dismay that increased leisure time often leads to fatiguing moonlighting jobs, taken not to increase cash but to head off boredom.

In his recent book on work, Studs Terkel observes that uninterrupted and unfulfilling work may have touched malignantly the soul of our society; repeating, perhaps, the thoughts of Camus who wrote that "without work all life goes rotten. But when work is soulless, life stifles and dies." The special HEW task force report on work in America, perhaps the best known document on the subject, says that millions of Americans are dissatisfied with the quality of their work life.

Looking ahead, why not have more education agreements as labor contracts--arrangements which would free workers to study in the factory, store or laboratory--mini-courses, seminars and video lectures to head off obsolescence and usefully fill the leisure time. And why should sabbaticals be limited to a tiny minority of the academic elite? Why should not many more Americans be freed at times to refine their skills? (France, for example, now requires large firms to provide all workers after five or more years with up to a year off at half pay for further education.) Regardless of the precise form, I'm convinced that in the days ahead the world of education and the world of work will increasingly intersect.

Finally, we must begin to give more than lip service attention to the education of older men and women.

Sauna baths and shuffleboard for retired people is a patronizing view of later life, and I believe this period more and more will be seen as a most productive and rewarding time, especially enriched by formal learning. One campus in New York already has a residence hall filled with retirees, and another campus has apartments for people 45 and older. With lots of talk these days about our empty dorms, why can't we join with departments of social welfare to help ease a pressing crisis -housing for the elderly--and, at the same time, bring back to campuses new groups of students, a kind of "emeritus college" on campus, if you will.

But neither should the older person who cannot come to campus be written off. If we can go into the factories, why can't we also go into the nursing homes and the retirement villages? Why should a person, after a lifetime of productive work and experience, be allowed to vegetate intellectually simply because of the physical impairments of age?

And who will pay? The individual, of course, if he can. But we have Medicare for the body; why not Edu-care for the mind? The cost would be modest; the returns, in the enrichment of a difficult and often barren state of life, would be enormous.

In 1941, FDR inspired the Nation with his "Four Freedoms." And now it may be time to add a fifth: The Freedom to Learn--whatever one's age or stage of life. Such a commitment would reaffirm the proposition that learning and human dignity walk together hand in hand.

And now a final issue must be faced. If colleges and universities are to serve nontraditional groups of students, enormous internal hurdles must be overcome--new courses, new schedules, new locations and new attitudes among faculty and staff. These cannot be discounted. There is also the central issue of academic excellence. Some fear that more flexible programs for older people will somehow reduce quality.

It has been my own observation that quite the opposite is true. Older students are often highly motivated. They are more diligent and more sure of where they want to go. In this regard, it's fascinating to remind ourselves that before the 1890s our public libraries were not open to young people and to children. The theory was that only adults were qualified to read, to treasure books, to study on their own. The pendulum swung, of course, but now we have the peculiar task of trying to nudge it back the other way. Some believe the greatest barrier to recurrent education is public apathy. They hold the view that more leisure time does not mean that people will engage in lifelong learning. Indeed, based on past experience, they suggest we'll simply have more beer, more baseball, and more of Archie Bunker.

But I believe such pessimism should not go unchallenged. There is substantial evidence to suggest that when colleges find ways to extend their programs older students will respond. Between 1960 and 1970, for example, the number of adults engaged in some kind of full-time college study shot up from 9.6 to 25 million, almost a tripling in just one decade. And it's been estimated that next year over 80 million older persons will participate in some form of education, some on campus, but also at other places such as libraries, churches, or with industry.

Several years ago, when we organized a non-campus college in New York, Empire State College, we were unsure of the response. But enrollment has already passed 2,000 students and there are 700 on the waiting list. The average age is 33 years, and these students are highly motivated to move on to further study. And as each new Empire State learning center opens, it has more than it can do.

One of my favorite lines is in Moby Dick where Ishmael says of himself, "I have an everlasting itch for things remote."

There is, in all of us, I am convinced, an urge to learn. And it is unthinkable at this late hour in our history that education will be viewed as obsolete. Rather, the question now before the house is this: How to make it possible for people of all ages to "scratch the everlasting itch."

After all, just like wars and generals, education is much too important to be left only to the young.

Going back to school at 35

Special Labor Force Report based on new data from the Current Population Survey reveals that of students age 35 and over, three-fourths are in the labor force and more than half are in college

ANNE M. YOUNG

ONE OF 50 MEN AND WOMEN age 35 and over are using their leisure time to go "back to school." Many are studying to keep up with new developments in their chosen field or to obtain the credentials necessary to enter a different line of work. Some are housewives taking college courses to obtain an undergraduate or graduate degree before reentering the labor market. Others are workers seeking a high school diploma or college degree in response to rising employer hiring and promotion requirements. Undoubtedly, many also perceive of schooling as a means for personal development.

As part of the October 1972 Current Population Survey, data were obtained for the first time on the school enrollment status of persons 35 years of age and over, by type of school and labor force status.[1] Only persons enrolled in elementary, secondary, college, graduate, or professional schools or in business, trade, or vocational schools outside regular school systems were included in the data.[2] For simplicity, in this article, the former are called "regular schools," the latter, "trade and vocational schools."

Data in this report differ from Office of Education figures on adult education because this survey is more limited in scope and includes only those persons going to school to earn a degree or to train for an occupation. Outside its compass, for example, are the millions of persons who are flocking to classes in the arts, such as painting, ceramics, or weaving, and practical courses in auto repair, furniture refinishing, and the like, which enrich their lives and augment their home maintenance skills but are not primarily designed for career development or professional advancement. The data in this report cover only persons enrolled during the survey week; in contrast, data published by the Office of Education cover learning over an entire year.[3]

The survey revealed that 1.5 million adults 35 years of age and over were enrolled in or attending school in October 1972. Somewhat over half were enrolled in college, including graduate school (780,000); almost two-fifths were attending trade or vocational schools (570,000); and the remainder were enrolled in elementary or high school (100,000).

The proportion in college was about the same for men as for women and for whites as for Negroes.[4] (See table 1.) However, there was a sharp difference between whites and Negroes in the proportions enrolled in trade or vocational schools and in elementary or high school. Among whites, nearly all the students not in college were in trade or vocational schools, but among Negroes, about the same proportion was enrolled in elementary or high school as in trade or vocational schools.

Three-fourths of the students, about 1.1 million, were also in the labor force. About the same number of men as of women were in school, but a greater proportion of the men was working or seeking work. (See table 2.) Men were equally likely to be in the labor force whether they were in regular schools or in trade or vocational schools. Among women, however, the proportion working or seeking work was higher for those in regular school.

Adults in college

Almost 800,000 adults were in college—either as undergraduates or in graduate school. Over half (53 percent) were women; among college students under age 35 only about 42 percent were women. Fewer than 100,000, about 12 percent, of the adult college students were Negroes, about the same proportion as among college students under age 35.

About 8 out of 10 of the male college students were going to school part time. (See table 3.) Almost all of these men were in the labor force (98

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Table 1. Type of school attended by persons 35 years old and over, by sex and race, October 1972

[In percent]

Sex and race	Total: Number (in thousands)	Total: Percent	Elementary and high school	College: Full time	College: Part time	Trade or vocational[1]
Both sexes	1,458	100.0	6.9	9.1	45.0	39.1
Men	710	100.0	6.3	10.8	41.0	41.8
Women	748	100.0	7.4	7.4	48.8	36.5
White	1,289	100.0	5.8	8.4	45.7	40.5
Negro and other races	169	100.0	20.7	14.2	39.6	25.4

[1] In the Current Population Survey, this category is called "special schools."

percent), a rate comparable to that for all men age 35 to 44, the middle age group in the survey. Among men in college full time, about 65 percent were in the labor force, and some of them were probably working part time. Many of the men in college full time probably received financial support not only from grants and fellowships but also from working wives.

The overwhelming majority of women age 35 and over in college in October 1972 were going to school part time. Nearly 3 out of 4 of these part-time students were working or seeking work, a proportion much higher than for women in the same age group who were not in school. Seven out of 10 of all women college students age 35 and over were married, and nearly all of these women were in school part time. Even though they had home responsibilities, the great majority of these married women students were in the labor force in October 1972. The following tabulation indicates the labor force status (in thousands) of married women in college part time (rates are not shown where base is less than 75,000):

Age	*Total*	*Number in labor force*	*Percent in labor force*
Total, age 35 and over	262	170	65
35 to 39 years of age	78	39	50
40 to 44 years	86	52	60
45 years and over	98	79	81
45 to 49 years	60	47	..
55 years and over	38	32	..

The labor force participation rates for these women varied widely by age. The rate was lowest

Table 2. Employment status of persons 35 years old and over enrolled in school, by kind of school, age, sex, and race, October 1972

[Numbers in thousands]

Sex, age, and race	In school: Total	In school: Labor force: Number	In school: Labor force: Percent of total in school	In school: Not in labor force	In regular school[1]: Total	In regular school[1]: Labor force: Number	In regular school[1]: Labor force: Percent of total in school	In regular school[1]: Not in labor force	In trade or vocational school[2]: Total	In trade or vocational school[2]: Labor force: Number	In trade or vocational school[2]: Labor force: Percent of total in school	In trade or vocational school[2]: Not in labor force
Both sexes, total	1,458	1,105	75.8	353	888	675	76.0	213	570	430	75.4	140
35 to 39 years	545	415	76.1	130	367	278	75.7	89	178	137	77.0	41
40 to 44 years	348	262	75.3	86	218	161	73.9	57	130	101	77.7	29
45 to 49 years	246	190	77.2	56	152	118	77.6	34	94	72	76.6	22
50 to 54 years	156	127	81.4	29	82	66	80.5	16	74	61	(3)	13
55 years and over	163	111	68.1	52	69	52	(3)	17	94	59	62.8	35
Men, total	710	640	90.1	70	413	365	88.4	48	297	275	92.6	22
35 to 39 years	318	295	92.8	23	209	191	91.4	18	109	104	95.4	5
40 to 44 years	158	148	93.7	10	91	81	89.0	10	67	67	(3)	(3)
45 years and over	234	197	84.2	37	113	93	82.3	20	121	104	86.0	17
Women, total	748	465	62.2	283	475	310	65.3	165	273	155	56.8	118
35 to 39 years	227	120	52.9	107	158	87	55.1	71	69	33	(3)	35
40 to 44 years	190	114	60.0	76	127	80	63.0	47	63	34	(3)	29
45 years and over	331	231	69.8	100	190	143	75.3	47	141	88	62.4	53
White	1,289	968	75.1	321	762	571	74.9	191	527	397	75.3	130
Negro and other races	169	137	81.1	32	126	104	82.5	22	43	33	(3)	10

[1] Regular schools are part of a recognized regular school system, public, private, or parochial. They can be schools of any level—elementary, high, college, or professional. Regular schools help advance a person toward an elementary school certificate or high school diploma, or a college or professional school degree.

[2] In the Current Population Survey, these schools are termed "special schools." They are outside regular school systems and offer trade, business, vocational, or other job-related courses designed primarily to transmit a skill.

[3] Percent not shown where base is less than 75,000.

Table 2.—Labor force status of persons enrolled in regular school, by type of school, age, and sex, October 1972

[Numbers in thousands]

Type of school and age	Both sexes				Men				Women			
	Population	Labor force		Not in labor force	Population	Labor force		Not in labor force	Population	Labor force		Not in labor force
		Number	Percent of population			Number	Percent of population			Number	Percent of population	
Enrolled in regular school	888	675	76.0	213	413	365	88.4	48	475	310	65.3	165
Elementary or high school	100	59	59.0	41	45	29	(¹)	16	55	30	(¹)	25
College, full time	132	65	49.2	67	77	50	64.9	27	55	15	(¹)	40
College, part time	656	551	84.0	105	291	286	98.3	5	365	265	77.6	100
35 to 39 years	258	215	83.3	43	151	152	99.3	1	106	64	60.4	42
40 to 44 years	176	139	79.0	37	63	63	(¹)	....	113	76	67.3	37
45 years and over	222	197	88.7	25	75	71	94.7	4	146	125	85.6	21

[1] Percent not shown where base is less than 75,000.

for women students age 35 to 39, an age group in which women are most likely to have teenage or younger children at home, and highest among women age 45 and over.

Adults in elementary or secondary school

About 100,000 persons age 35 and over were in elementary or high school in October 1972. Some of these persons may need educational credentials in order to get a job or to advance in their present job. Others may have personal reasons for returning to school—perhaps to communicate better with their children, perhaps to satisfy a long-delayed ambition to finish school.

These adults were enrolled in basic education classes at the elementary school level or in general education classes which prepare for the high school equivalency examination. As many were age 45 and over as were 35 to 39 years old. Slightly more than half were women. Six out of 10 of all the students enrolled in elementary or high school classes were working or seeking work, not significantly different from the proportion for all middle-aged persons who were not high school graduates.

Negroes 35 years of age and over who were enrolled in a regular school were more likely to be enrolled below the college level than were whites. Twenty-one percent of enrolled Negroes were in elementary or high school, four times the rate for whites.

Acquiring a skill

About 40 percent (570,000) of all persons age 35 and over who were attending school in October 1972 were in trade or vocational schools. These schools may or may not require a high school diploma for entrance and vary greatly in kind of training offered and in hours of instruction. Such schools provide instruction in a wide range of skills including truck-driving, electronics, auto mechanics, barbering, secretarial training, bookkeeping, practical nursing, and cosmetology. Men and women were enrolled in these schools in about equal numbers in October 1972. Most of the men and more than half of the women were in the labor force.

Adults in trade or vocational schools tended to be older than those in regular schools: about 45 percent of those in such schools were age 45 or over; about 34 percent of those in regular schools were in this age group. Older workers may be more interested in going to these schools to learn a specific skill rather than investing several years to obtain more generalized training in college.

Women in trade or vocational schools were less likely to be working or seeking work than women in college were, partly because women who enter such schools may have had fewer years of schooling than women who enter or return to college, and labor force rates tend to be directly related to years of schooling.

OLDER ADULTS who go back to school while also working at their jobs or taking care of home responsibilities demonstrate a strong drive for self improvement. The foregoing analysis provides information on the extent to which older adults are going to college and to vocational schools, but additional information is needed to understand with greater cerbility the factors inducing their return to school, in many cases after lengthy absences.

Moreover, followup information on the uses made of education and training taken in mature years would be useful in counseling or advising others in similar circumstances, particularly with respect to women who enter paid employment when family responsibilities decline. Also, it would be useful to know how older enrollees finance the costs of schooling. ☐

-----FOOTNOTES-----

[1] This article is based on supplementary questions in the October 1972 Current Population Survey, conducted and tabulated for the Bureau of Labor Statistics by the Bureau of the Census. Data presented in this article relate to persons 35 years of age and over in the civilian noninstitutional population in the calendar week ending October 14, 1972. All members of the Armed Forces and inmates of institutions are excluded.

Since the estimates are based on a sample, they may differ from the figures that would have been obtained from a complete census. Sampling variability may be relatively large in cases where the numbers are small. Small estimates, or small differences between estimates, should be interpreted with caution.

This article will be reprinted as a Special Labor Force Report and will be available upon request to the Bureau or to any of its regional offices.

[2] In the Current Population Survey, schools which are part of a regular recognized school system are called "regular schools" and may advance a person toward an elementary school certificate, high school diploma, or college or professional degree. Vocational and trade schools outside the regular school system are referred to as "special schools" in the survey. They offer job-related courses designed primarily to transmit a skill. Persons taking courses for social or recreational purposes are not included in the survey.

[3] See *Perspective of Adult Education in the United States and a Projection for the Future*, Report for the Third International Conference on Adult Education, Sponsored by The United Nations Educational, Scientific and Cultural Organization, Tokyo, Japan, July 24–Aug. 7, 1972 (U.S. Department of Health, Education, and Welfare, 1972), and Imogene E. Okes, *Participation in Adult Education 1969, Initial Report* (U.S. Department of Health, Education, and Welfare, 1971).

[4] Data for all persons other than white are used in this report to represent data for Negroes, since the latter constitute about 89 percent of all persons other than white in the United States.

Hiring as investment under uncertainty

In most job markets the employer is not sure of the productive capabilities of an individual at the time he hires him. Nor will this information necessarily become available to the employer immediately after hiring. The job may take time to learn. Often specific training is required. And there may be a contract period within which no recontracting is allowed. The fact that it takes time to learn an individual's productive capabilities means that hiring is an investment decision. The fact that these capabilities are not known beforehand makes the decision one under uncertainty.

To hire someone, then, is frequently to purchase a lottery. . . .The employer pays the certain monetary equivalent of the lottery to the individual as wage. If he is risk-neutral, the wage is taken to be the individual's marginal contribution to the hiring organization.

Primary interest attaches to how the employer perceives the lottery, for it is these perceptions that determine the wages he offers to pay. We have stipulated that the employer cannot directly observe the marginal product prior to hiring. What he does observe is a plethora of personal data in the form of observable characteristics and attributes of the individual, and it is these that must ultimately determine his assessment of the lottery he is buying.

—MICHAEL SPENCE,
"Job Market Signaling,"
Quarterly Journal of Economics, August 1973, pp. 356–57.

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LINKING PEOPLE AND RESOURCES: THE CASE FOR COMMUNITY-BASED GUIDANCE

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LINKING PEOPLE AND RESOURCES: THE CASE FOR COMMUNITY-BASED GUIDANCE

To keep step with changes in education and work, we need to reconsider the role of counseling. It is my purpose in this paper to discuss the overwhelming and continuing needs of people (many of which could be met through more effective linking to resources) and the shortcomings of the present system of counseling and guidance, and to outline a new model, illustrated with some actual examples.

The Crisis of Transformation: Questions People Ask

Many adults, and young people as well, are unsure of what they really want out of life and of where and how to get it. Though some developmental theoritsts have postulated that life consists of a series of distinct and sequential stages, it is more realistic to view life -- and adulthood especially -- as consisting of a number of role transformations or role changes in four basic areas: vocation, parenthood, intimacy, and community. Not every person experiences these changes in the same sequence, but everyone does experience significant changes, each of which requires a new set of relationships, expectation, self-evaluation. Some changes are fraught with anticipation, hope, and eagerness; others, with apprehension, fear, and depression. One theme, however, seems common to all role transformations: that of stock-taking.

This reassessment often leads to anxiety and despair, particularly among people between ages 30 and 60, since it often seems to them to be their last chance. Moreover, they may feel that they have not measured up to the ideals which they earlier set for themselves -- and that they have lost the opportunity of doing so. The situation is aggravated because it is commonly assumed that the middle-aged know themselves, have resolved their problems, and are relatively stable and rational human beings. This assumption, coupled with the inattention that our society gives to middle age, contributes to tremendous feelings of inadequacy on the part of many adults. They may feel that they are unique in the negative sense, that they are not fully grown, that they are immature or neurotic.

More and more adult men and women of all ages, races, and walks of life are confronted by a confusing welter of "what if's" and "if only's:" "*What if* I had known earlier that women could be women as well as engineers?" "*If only* I had not entered the family insurance business;" "*If only* I had completed high school." Usually, these are the cries of people who have already made basic decisions about education, career, and life style and who feel that there is no turning back.

There are other questions that plague adults as well -- questions that may indicate little psychic pain and turmoil but are equally urgent if the individual is not to be crippled in achieving full development. Such questions often take the form of "where is?" "is there?" "what are?" "*Where is* a school with part-time training in tailoring?" "*Is there* an opportunity for women morticians?" "*What are* the options for someone with my interests?" These people suffer not from the crisis brought about by role transformation but from an information void.

Whatever the questions asked -- whether they relate to one's identity abilities, and goals or to the availability of educational and occupational opportunities -- many adults simply will not be able to find the answers on their own. They cannot turn to the educational system, for they are outside of it. It seems clear that, at any given time, more of the population is out of the educational system than is in it. According to 1970 Census figures, about 46 percent of the total U.S. population are between 25 and 65 years old; this age group comprises a large number of people who may need and want educational and career counseling but who have no easy way of getting it. Even the ever-increasing cadre of adults for whom education is a continuing or recurring event spend a great deal of time outside the system. Many adults, then, must make important educational and career decisions in a vacuum, without the kind of help that they may desperately require.

The groups outside the system to which guidance and counseling services might be particularly helpful are varied. Some of the more obvious ones are dropouts, transfer students, veterans, women reentering the labor market, men and women at mid-career shifts, and retired persons (some of them still relatively young). Let us take a look at some of the data on these various groups.

Young people may drop out of the educational system -- temporarily or permanently -- at various points: before high school graduation, between high school graduation and college, during the college years. Flanagan, reporting data from his famous Project TALENT, notes that, although almost half of all eleventh graders in 1960 and 1970 planned to attend college, only half of this group will actually receive a college degree. Thus, thousands of students are "forced to modify their plans" (Flanagan, 1973) and drop out of the system.

It has been found that one in four college students transfers from one institution to another at some point (Airlie House Conference on College Transfer, 4 December 1973). In most cases, the institutions from which these itinerant students depart probably gives them no help in selecting another institution. Thus, they constitute another group in need of counseling.

Between 1964 and 1971, five million men (and a much smaller number of women) were discharged from the armed services; one out of every ten had not received even a high school diploma (Bailey, Macy, and Vickers, 1973, p. 37). Many of these veterans may want further schooling but have nowhere to turn for guidance.

Data are harder to come by on other groups -- women who want to reenter the labor force as they are freed from childrearing responsibilities, adults of both sexes who want to change their occupations, retired persons -- but some idea of their numbers can be gained by the indirect evidence of adult education enrollment figures. According to an article in Guidepost (American Personnel and Guidance Association, 11 February 1974), "one of every 50 men and women 35 or older is going back to school," most of them on a part-time basis. Over half of these are women, although at the undergraduate level, men outnumber women. If these adults represent the proportion of persons who have been successful in continuing their education, how many more adults may there be in the population who would probably return if they had adequate guidance?

It would seem reasonable to conclude, then, that large numbers of people in the country want to go back to school or change jobs or both. It would seem reasonable to conclude that large numbers of people in school are in the process of reformulating plans and clarifying goals. Clearly, a genuine need exists to link systematically the people (the largest proportion of whom are out of the system) with the available resources.

The Crisis of Delivery: Dysfunctions in the System

As part of the guidance process -- helping people clarify goals and develop strategies to implement these goals -- the major function is the linkage of people with resources. The frequent failure of the professional to discharge this basic function usually stems neither from the mediocrity of the professional nor from the inadequacy of counselor education, though in particular cases both defects may mar performance. Rather, it stems first from the systemic deficiency already discussed: Too many people are outside the educational system, and they are unable to find someone trained to help them answer such questions as "Where am I going?" and "How do I get there?"

Perhaps an even more critical problem is that structural weaknesses within the educational system lead to inadequate delivery of guidance even to those who can make use of that system. Although guidance is intended to serve and to liberate individuals, too often the practice has been to serve and maintain the system.

Many studies of the counselor role in public schools corroborate this point: More time is spent in administering and scheduling, in what I call "lunchroom, toiletroom duty" than is spent in interacting with students about their goals and the ways to reach them. Summarizing the results of the few major evaluations of guidance, Ginzberg wrote:

> School counselors appear to spend the bulk of their time in approving courses of study, in assisting with college applications, in dealing with rule infractions, and in test administration. Few spend a significant amount of time in activities specifically designed to lead to improved decision-making and long-range planning, the express goals of guidance.
>
> (Ginzberg, 1971, pp. 267-68)

In fact, one study found that "over 2/3 of the girls and more than 3/4 of the boys who were planning to work after high school reported that they had never discussed their occupational plans with a guidance counselor" (Ginzberg, 1971, p. 218).

The fact that counseling claims to liberate students but actually involves administrative tasks is best understood from a sociological rather than moralistic viewpoint. Sociologists distinguish between a manifest function, which refers to the stated purpose of an activity, and latent function, which refers to its actual purpose, as revealed by the ends it accomplishes. To put it in Merton's terms:

> Manifest functions are those objective consequences contributing to the adjustment or adaptation of the system which are intended and recognized by participants in the system; [latent functions are those] which are neither intended nor recognized.
>
> (Merton, 1957, p. 51)

The counselor's manifest function is to "help individuals take advantage of the educational, training, and occupational opportunities that are available"(Ginsberg, 1971, p. 4); his or her latent function is to carry out institutional policies and respond to administrative demands and constraints. This seeming paradox arises because three out of four counselors are employed by educational institutions and the manifest function of the counselor and the manifest function of educational institutions are not necessarily the same. If counselors and counselor educators would recognize this reality and would describe the role to include what counselors must do as part of the system, frustration with counseling would be lessened. For example, from the teacher's standpoint, a young person who is acting out or acting up is being disruptive and must be controlled. Often, the teacher will send the "offender" to the counselor, who is besieged by many similar cases. While it is true that the function of mediating between teacher and student is important to the maintenance of the school, it in no way aids the student in making career decisions. To students, the counselor's manifest role is maintenance of the system; to counselor educators, the counselor's manifest role is facilitating students' effective career decisions; to legislators, the counselor's manifest role ranges from identifying the talented to stimulating the disadvantaged, depending on apparent national needs; to counselors, the manifest role wavers from satisfying the school administration to passing courses at universities to helping the overwhelming number of students who pass through the office.

Thus, the dysfunction of counseling in many educational settings and the unavailability of counseling outside of the educational system forces a reconsideration of this process.

A Possible Solution: Community-Based Guidance

Both problems -- that of isolation from the educational system (and thus from the services it offers) and that of dysfunctions within the present system -- might be solved if guidance were placed in a community-based setting. Such community-based guidance centers, though they might draw on the resources of nearby educational institutions, would be independent of any control by these institutions. They would be open to any and all clients in the community. Thus, those people who are now outside the educational system would have somewhere to turn for help in identifying and clarifying their educational and occupational goals and in finding ways to reach those goals.

The community-based guidance counselors would act as educational brokers between clients and resources, their primary duty being to serve the client, not maintain the system. Indeed, as independent professionals, the counselors would be in a position to push particular institutions in ways, and with a wholeheartedness, that is impossible if the institution is their employer. For example, the community-based counselor could bring to bear moral or legal pressure that might force institutions to rethink old notions and to modify antiquated or irrelevant rules. Thus, a shift in locale -- from school base to community -- refocuses counselor loyalty from the institution to the individual.

Several years ago, serveral members of the College Entrance Examination Board's Commission on Tests urged that the Board establish regional guidance centers, to act as "advocative, protective, and supportive" agencies outside the established structures. Such an agency, "would be based on the legal conception of the ombudsman -- one who helps and even protects an individual citizen in encounters with agents of government" (Schlossberg, Hoy, & Gordon, 1970, p. 116). At that time, the proposal was branded as "totally unrealistic." What then was seen as a pie-in-the-sky project has since become a reality in several places.

One example of a viable plan in action for brokering people and resources is the Regional Learning Service (RLS) of Central New York, an agency that serves five counties. Reaching out to persons of all ages and educational backgrounds who want to earn a high school diploma or college degree, to change careers, to clarify goals, or simply to gain more knowledge, the RLS uses Learing Consultants to help clients select their goals and plan an appropriate educational program. In addition, the Learing Consultant follows up on the clients,giving them additional aid, for instance, by putting them in touch with other people whose interests are similar to their own. Because RLS works in cooperation with (though independent of) other educational programs in New York state (the Regents External Degrees program, for instance), it can be particularly useful in having the individual's previous experience evaluated and accredited. Donn Vickers -- emphasizing that many of the adults who use the service are cynical about traditional institutional structures but at the same time much in need of contact with their peers -- gives several examples of the imaginative ways in which RLS has devised different kinds of support to fit client need (Vickers, 1973). The Learning Consultants are selected not on the basis of their academic background and credentials but on the basis of their personal qualities and put through a training program that in large part focuses on developing their informational skills. Altogether, the RLS would seem to be a successful nontraditional approach to guidance.

A slightly different approach is illustrated in the Community College of Vermont, an institution with neither a campus nor a full-time faculty. Established to serve a dispersed rural population, the College tailors both course offerings and scheduling to the demands of the students. Since "counseling is the key to making this type of system work," counselors actively keep in touch with students by telephone, maintain an open-door policy, and arrange for group get-togethers (Carnegie Quarterly, Fall 1973). The counselors also offer guidance with respect to teaching methods to the teachers, many of whom are employed at more traditional kinds of colleges or in occupations outside the academic world.

Still in its formative stages, the Career Counseling and Guidance Project of the National Institute of Education is aimed at "home-based" adults in the Providence, Rhode Island area. The primary purpose of the project is to provide information (principally via telephone) about education, training, and careers to persons who may want to reenter the labor force. Heavy emphasis is being placed on evaluating this program to see (a) whether it serves a real existing need, (b) whether such unusual methods as telephone guidance services and mobile career information centers are workable, and (c) whether the program succeeds in its objectives of encouraging clients to enroll in educational or training programs which lead to employment and of developing the client's ability to perform a job search.

All three of these projects -- though differing considerably in their scope,methods, and stage of development -- represent at least an approximation of the "ideal" of community-based guidance. Scattered throughout the country are other innovative programs, most of them funded through private sources, though some of them receiving Federal subsidies. For instance, women's centers are springing up on college campuses everywhere; most of these programs exist outside the regular institutional guidance system and are aimed at facilitating women's reentry into the world of work. A movement toward providing nontraditional kinds of guidance seems well under way.

Many questions remain to be answered before we can achieve the social goal of delivering the kind of help that so many people need. Primary among these are: What agency will be responsible for the delivery of services? What broad-based sources of funding will be available? It is necessary, too, that we explore effective alternatives for accomplishing program goals: informing people outside the educational system that such guidance services exist, communicating effectively with clients, training counselors. But the working-out of these details lies in the future.

The programmatic idea for community-based guidance exists. Actual programs are in operation. What we need now is imagination, coupled with a grasp of the political realities, to devise workable strategies for implementing such programs on a national scale.

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some thoughts on adult education and the public library

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At the busiest intersection in downtown New Haven, Connecticut, a tarnished brass plaque calls attention to a virtually unnoticed establishment. Located above a vacant store is "The Young Men's Institute, Founded 1826." A vestige of America's earliest efforts in adult, or continuing education, its history reflects much of the ebb and flow of such efforts over a century and a half. The Young Men's Institute was originally the "Apprentices' Literary Association" and was founded by eight young mechanics who saw their association as the means for self-improvement and vocational advancement. Courses included natural philosophy, chemistry and bookkeeping; visiting lecturers and library reading rooms played a prominent role in the instruction.

The New Haven Mechanics' Association was part of a larger, more general development in the cities of the new nation. Mercantile and mechanics' libraries appeared almost simultaneously in cities throughout the Northeast. The mechanics' and merchants' libraries were class libraries directed not only to the readers' edification, but to "keeping them out of mischief" as well. The readers' ages ranged from 12 upward. An 1820 regulation of the Massachusetts Mechanics' Association directed that all books in its library be "gratuitously loaned to all mechanics and apprentices who shall produce to the librarian certificates from their masters that they are worthy of confidence ...."[1] Many of these libraries gained local citizen support. In 1823, in Brooklyn, New York prominent citizens pushed wheelbarrows through the streets collecting books for the apprentices' library of the Village of Brooklyn.

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[1] C. Seymour Thompson, Evolution of the American Public Library (Washington, D.C.: Scarecrow Press, 1952), p. 82.

The mercantile libraries were also directed to a specific group of young boys, those entering a mercantile career. While the mechanics' libraries were charitable organizations, largely dependent upon philanthropic support, the Boston Mercantile Library set the pattern for its kind in the regulation of 1820 that the facilities be made available to any young man over 15 who "was in the employment of some respectable merchant." Admission was conditional as well upon the payment of two dollars and the donation of "one or more volumes of books to be approved by the directors."[2]

The 18th Century also saw the beginnings of social libraries that were not aimed at one particular profession. The social library, or library company, was an organized group whose members had united through the purchases of stock to form and maintain a library for their own benefit. The Book Company of Durham, North Carolina, for example, was founded in 1733. Each member paid 20 shillings for stock for the purchase of books. Members agreed that "we will each of us so often as we shall agree by our major vote bear our equal parts in advancing any sum of money at any time as a common stock to be laid out for such books as shall be agreed upon by the majority vote of the company... which books shall be kept as a common stock library by some person whom we shall choose, each member having an equal right in said Library."[3] Originally only Durham residents were admitted to membership, but this rule was later rescinded. The leadership of the company was to ensure that all books purchased were "not only entertaining, but instructive, and tending to advance useful knowledge extensively, and especially to promote the true principles of Christian piety, virtue, and good manners among all...."[4]

Within six years after the Book Company of Durham was organized, three other libraries were formed in Connecticut. Libraries were organized in Germantown, Pennsylvania in 1745, at Charleston in 1748, at Trenton in 1752. No fewer than 64 were formed before American independence was declared.[5] After the war, as the liberated colonies began to feel more unity as a nation, thought began to turn more to books. Westward migration was accompanied by a transplanting of social libraries to the Northwest Territory and beyond.

Membership in a library was usually granted only with the approval of the directors. The price of a share was seldom more than

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[2] Thompson, Public Library, p. 98.

[3] The History and Records of the Book Company of Durham, Founded AD 1733 (manuscript owned by Mrs. Howard B. Field of Durham).

[4] Ibid.

[5] Thompson, Public Library, p. 55.

$5 or $6, and often only $1 or $2. To preserve democracy in administration, most libraries permitted no proprietor to own more than one share, or ruled that additional shares should not confer additional voting privileges. The books were kept at the home of the librarian and were accessible on a weekly or monthly "Library Day."

Many social libraries emphasized their potential value to people of all vocations. The catalog of the Juliana Library stated in 1766: "It is by no means intended that all persons should sit down in a library and become studious. All men are not born nor fitted for such employment; but each man has leisure to read some...he may view the schemes of millions that have gone before him in the same art, compare them with his own, and put into practice that which he thinks best."[6] This supported the more general idea of equality of educational opportunity and its advantages for preserving liberty. "A general diffusion of knowledge, to every class in society," said the Worcester Associate Library Company in 1793, "has the greatest tendency to meliorate our natures and forms the best security of equal liberty to all members of a free independent community."[7]

After 1820 subscription libraries, which required only an annual membership fee, began to be more popular than the idea of the common stock library. They made books available to many who would have been unable or unwilling to purchase stock, and they were better suited to less homogeneous and more rapidly changing communities. But for nearly a century, the social library was essentially the only agency endeavoring to meet the popular demand for books.

The history of libraries is also closely associated with the lyceum movement. The lyceum was an association providing public lectures, concerts, and entertainments. By the late 1820's nearly 2,000 lyceums had been established in New England, New York, and the Midwest.[8] Their main activities included lectures, musical programs and debates, but many lyceum constitutions stipulated the gathering of books for a library as one of their aims. Although these centers catered mostly to those interested in cultural rather than economic or social advancement, other groups used the lecture method. The mechanics' and apprentices' societies heard lectures in the 1820's on the practical applications of science. Mercantile Library Associations offered lecture courses to stimulate reading on subjects which otherwise might be ignored. They also realized that lectures were a good source of publicity and revenue.

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6. Catalog of the Juliana Library Company (Philadelphia, 1766).

7. Worcester Associate Library Company Rules and Regulations (Worcester, 1793).

8. Carl Bode, The American Lyceum (New York: Oxford University Press, 1956), p. 244.

The Young Men's Associations were literally lyceums without the name. A flourishing example was the Young Men's Association of Buffalo, which strongly supported both its library and lecture programs. For lectures as well as books, history was the most favored topic, followed by science, fiction, and travel. Common titles included "South Carolina in the Revolution," "Columbus," and "The Winds and the Sea."[9]

In the 1850's, political topics were popular. The Young Men's Institute in New Haven, for example, heard Henry Ward Beecher, Theodore Parker, and Wendell Phillips speak about the abolition of slavery.

Libraries and lyceums also merged because many lyceums left their books to the local libraries when they withered or died. Some lyceums actually became libraries when their lectures and other oral activities atrophied. A comment on The Chicago Public Library describes such a case: "In 1868 the Young Men's Association changed its name to the Chicago Library Association, an indication of the extent to which the conduct of the library had superseded all other activities."[10]

The movement for public, free-access libraries grew from objections that mercantile and mechanics' libraries, social libraries, lyceums and similar institutions restricted access at a time when mass access to books was deemed desirable.

During the early part of the 19th Century a belief was widely held among influential citizens that all men were endowed with unlimited rational capacity and that every human being had a natural right to knowledge. If suitable means could be found to develop their natural capacities, a continuing improvement of society would be assured. Free-access libraries could help with that development.

With the granting of male suffrage, it was recognized that unenlightened persons to whom the privilege of citizenship had been extended could not be expected to uphold democratic institutions unless they understood them. These persons, as well as new immigrants who had to be assimilated into the political and cultural patterns of America, needed a continuing source of information to help them contribute toward a sound, collective judgment on public affairs.

The steady development of public school education helped to produce an increased number of literate and inquisitive young people. But when these young people left school, all but those who could buy their own books were barred from further learning. The lyceum movement had stimulated an interest in cultural development. Here also the availability of books for self-education was indispensible.

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[9] Bode, The American Lyceum, p. 246.

[10] Thompson, Public Library, p. 147.

In the same period, industrialization and increasing urbanization gave rise to new social and moral problems: crime, alcoholism, gambling, prostitution, and child delinquency. Leading citizens, convinced that the republic could not survive unless its people were virtuous as well as intelligent, were seeking ways of suppressing vice and implanting good morals. They perceived the public library as a potential enemy of crime, and as a continuing means of moral elevation for the working adult--a tool much less expensive to maintain than a prison or reformatory.

Although societal forces created a need for the public library, certain conditions had to be met before a library could be established: a community needed the financial ability to set up and maintain a library, and progressive leaders who recognized the need and could persuade their fellow citizens to tax themselves to support a public library.

In 1833, the citizens of Peterborough, New Hampshire, without the sanction of state legislation, voted to set aside for the purchase of library books a portion of the state bank tax which was distributed among New Hampshire towns for "purposes of education."[11] Thus the first American town library, open to the public and continuously supported by tax funds, was begun. This was significant in that it set a precedent for the use of public funds. The organization of free public libraries was slow, however, until 1854 when the City of Boston established a public library. This marked the turning point in the history of the public library movement in the United States. The organization of a public library by a major metropolitan community and the formulation by its founders of a rationale for free public library service provided the impetus needed to set the public library concept in motion.

The immediate inspiration for the Boston library came from an emissary of the French government, M. Nicholas Marie Alexandre Vattemare, who came to America in 1841 to establish a system for the international exchange of books. A corollary of his plan involved the establishment of a free public library. Although his ideas were greeted with enthusiasm, no official action was taken. In 1850, Senator Edward Everett of Massachusetts became interested in the public library idea. He was joined in his efforts by George Ticknor of Harvard. These two men were largely responsible for defining the purposes and responsibilities of the new library. They reasoned that: "...a free public library is the next natural step to be taken for the intellectual advancement of this whole community...it is of paramount importance that the means of general information should be so diffused that the largest possible number of persons should be induced to read and understand questions going down to the very foundations of the social order, which we as a people are constantly required to decide either ignorantly or wisely."[12] In 1854, after four years of careful planning, the library opened its doors.

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[11] Robert E. Lee, Continuing Education for Adults Through the American Public Library, 1833-1964 (Chicago: American Library Association, 1966), p. 6.

The Boston Public Library came into existence not because the people demanded a library but because a small number of learned influential citizens decided it was a good idea. They were motivated by effective leadership and benevolent philanthropy, and a firm belief in the social value of education as a permanent means of moral improvement and political progress. Historians remind us, however, that a belief in Jacksonian democracy was not among the motives of the Boston intellectuals in their efforts to establish a public library. As a group they believed in the persistence of natural inequities, the necessity of aristocracy, the importance of religion and morality, the sanctity of property, the nonwisdom of majority rule, the urgency of constitutionalism, and the folly of attempts at social and economic leveling. They wanted to inculcate others with the same beliefs, and a public library system seemed the best way to reach the masses.[13] Similar motives led to the establishment of public libraries all over New England soon after Boston set the example.

During the first period of public library development, librarians were concerned chiefly with collecting books. They undertook this work with a clear understanding of the library's educational function--to inform and enlighten. They thus selected only books of intellectual and literary value and refused to circulate popular novels.[14] Some library historians view this period as one of authoritarianism and elitism during which books were chosen with the specific purpose of "molding" the character of the "dangerous" classes to make them carbon copies of their benefactors.[15]

During the 1880's and 1890's, the library's role was broadened to include the public library not as a supplement, but a complement to the work of the public school. Three major services--personal assistance to readers, recreational reading, and informational

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12. Robert E. Lee, Continuing Education, p. 8.

13. M. Harris, "The Purpose of the American Public Library," Library Journal, 98, 16 (September 12, 1973): 2512.

14. An interesting controversy arose in the 1870's when many librarians refused to put Horatio Alger novels on the shelves because the Alger hero's overweening self-reliance threatened family discipline and social order. See Dee Garrison, "Cultural Custodians of the Gilded Age: The Public Library and Horatio Alger," Journal of Library History, 6, 4 (October 1971): 331-2.

15. Harris, "American Public Library."

reference service--were added to the library's responsibilities. Multipurpose book collections replaced the standard erudite and literary works. Librarians stressed the library's specific role of encouraging self-education of adults in an atmosphere of freedom unlike the rigid disciplined atmosphere of the public school.

A more substantial contribution to the movement came later from a man originally excluded from one of the "working-boy libraries." Colonel James Anderson of Pittsburgh in 1850 opened his personal library of some 400 volumes to "working boys," by which he meant boys with a trade. A 15-year-old telegraph messenger boy, in a letter to the Pittsburgh Dispatch, urged that the Colonel's library be opened to "messenger boys and clerks" as well. He signed his letter "A working boy, though without a trade." A day or two later the Dispatch carried a notice on its editorial page asking the "working boy, though without a trade" to call at its offices. The doors of the library were opened to him. It was from this early experience, Andrew Carnegie later wrote, "that I decided there was no use to which money could be applied so productive of good to boys and girls who have good within them and ambition to develop it, as the founding of a public library in a community which is willing to support it as a municipal institution."[16]

Carnegie was convinced that of all benevolences the public library was the most significant because it gave nothing without demanding something in return and helped only those who were willing to help themselves. He never gave funds for the purchasing of library books or for the operation of libraries. The ownership, control, administration, and support of public libraries he erected were always the responsibility of the community.

Carnegie's motives were also related to his attachment to the socioeconomic climate which had brought him much success. "The result of knowledge," Carnegie claimed, "is to make men not violent revolutionists, but cautious evolutionists; not destroyers, but careful improvers."[17]

The concept of the lecture circuit grew concurrently with the development of the public library movement. The lyceum circuit became commercialized (e.g., the Redpath Lyceum Bureau of Boston) and the famed Chatauqua Movement emerged.

The Chatauqua Movement was founded in 1874 by Lewis Miller (a clergyman) and John Heyl Vincent (a former circuit rider), as a study

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16. Andrew Carnegie, Autobiography (Boston: Houghton Mifflin Co., 1920), p. 45.

17. J. F. Wall, Andrew Carnegie (Oxford: Oxford University Press, 1970), p. 821.

group to embark on a four-year program of guided reading. Originally for the training of Sunday School teachers, it eventually expanded to include pioneering correspondence courses, lecture study groups and reading circles.

The movement was further spurred on by William Rainey Harper (later the first President of the University of Chicago) who, by 1883, had opened summer schools in Worcester, Massachusetts, New Haven, and Pennsylvania. The bible study central to his summer schools became a keystone of the Chatauqua Movement. The ultimate format of the movement emerged in 1907 with the introduction of 22 "tent circuits" spread throughout the U.S.

The tradition of professional oratory so begun, has lingered. It produced such great "circuit speakers" as William Jennings Bryan who delivered his famous "Cross of Gold" speech more than 600 times. The champion Chatauqua speaker, the Reverend Russell Herman Conwell delivered an address entitled "Acres of Diamonds" not less than 6,000 times.

Conwell's "Acres of Diamonds" address--with the theme that the man who roams the world searching for diamonds returns home to find they have been in his own back yard--is relevant to those seeking a structural framework for contemporary out-of-school education.

If educational "innovators" were asked to list the characteristics of the ideal educational institution, the list would probably constitute a fairly accurate description of the American public library: (1) open admission, (2) low cost threshold, (3) proximity to people, (4) emphasis on independent study, (5) emphasis on individually paced progress, (6) absence of requirements and restrictions, (7) absence of examinations and grades, (8) ready access to a wide range of teaching materials, and (9) nonresidential.

Thus, it is conceivable that the vast system of public libraries spawned in the 19th Century might become a foundation for a 21st Century system of education for adults.

However, our public libraries are not now effective education centers. One finds them serving a limited clientele of a few serious students, recreational readers and school children--a far cry from the experience that led Andrew Carnegie to bestow a fortune on the ideal. The librarians themselves recognize their weaknesses. The American Library Association recently issued the report of a special committee which reviewed the past with frankness and set forth a bold program for the future. This document makes four sets of recommendations designed to (1) achieve a better understanding of the public library in the community, (2) stimulate a broad program of research which will undergird effective performance, (3) support continued efforts to disseminate this research and embody its results in prototype programs, and (4) mount an extensive educational effort to help librarians learn how to accomplish new goals by non-traditional means.[18]

It may be argued that the basic functions of the early library have been preempted by the public school system. Others contend that Americans no longer have good within them and ambition to develop it. But if we assume that adults have educational needs not met by the formal school system, and that Americans are still ambitious, public libraries still have two major deficiencies.

The first shortcoming is the absence of teachers. The circuit-riding lecturers who rode off independently found books were not essential to fees, but left the library devoid of their stimulating rhetoric and the lively discussions that followed. Ever since, the libraries have said, as it was once said of a great 20th Century venture in adult education: "The new school does not pretend to teach; it offers all the facilities in its power to those who wish to learn." But for most of us one of the essential "facilities" for learning is encounter. The library could once again regain its teaching function with the simple addition of formal encounters with more knowledgeable minds.

The second, and equally important, missing ingedient in the library-as-a-learning-center touches on Carnegie's reference to ambition: People don't study seriously in public libraries because they don't get credit for it. In a credential-oriented society, study and knowledge count for little if they are not certified in sheepskin. Andrew Carnegie lived and worked in a world that gave one a chance to demonstrate what he knew. Today one's chances are greatly enhanced if he comes bearing beribboned and embossed assurances that he is prepared. Our public libraries offer no such credentialling. Even if they were to teach, they would not view themselves as freight-forwarders. Nor should they, lest they lose their genius. Librarians must have the means to motivate the user who knows that he has to have something concrete to show for his independent study.

There is a device that holds the promise of encouraging library use--a new set of nationally-administered examinations to assess educational competence--however and whenever attained. The College Level Examination Program (CLEP) of the Educational Testing Service is designed to certify for the benefit of individuals and for degree-granting institutions, levels of knowledge and skill achieved by anyone. The General Examinations of the CLEP are objective tests that measure achievement in five basic areas of liberal arts: English Composition, Humanities, Mathematics, Natural Sciences, and Social and Science History. Each has a time limit of one hour. One to five General Examinations may be taken in one day. The Subject Examinations measure achievement in specific college courses. Each includes a 90-minute objective test and a 90-minute essay section. It is now possible for the independent student, the library user, the book reader to test himself, privately and at his leisure. If he discovers he has mastered introductory chemistry, or college level English, he can obtain proof of it. He can even, if he aspires to ultimate status, claim credit or advanced standing in his progress toward a degree.

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[18] Commission on Non-Traditional Study, Diversity By Design (Washington, D.C.: Jossey-Bass, 1973), p. 84.

To meet the needs of the independent student interested in the CLEP, a two-year pilot program, the Independent Study Project (ISP), was instituted in the Dallas Public Library in 1971. Funds for the project were provided by the National Endowment for the Humanities, the Council on Library Resources and the College Entrance Examination Board. Five branches of the library system were selected as model public libraries, geographically situated to reach a maximum number of neighborhood residents. Educators from Southern Methodist University developed study programs and tools such as reading lists and study questions. College Entrance Examination Board tests were used to give participants the opportunity to earn up to two years of college credit at one of 500 participating colleges or universities. The result was the independent study concept, designed not to replace but to complement formal and traditional on-campus college studies.

In September 1973, a final report was submitted by the ISP.[19] Statistics compiled by the five branch libraries show that approximately 3,300 persons showed interest in the ISP over the past two years. A total of 6,000 study guides/reading lists were distributed; English Literature, American History, English Composition and Grammar, American Government, and General Psychology were the most popular subjects; 114 workshops of about nine persons each were conducted. Those attending had a myriad of interests, levels of experience with independent study, and motivation to continue. The average attendee was a 35 to 40 year old working woman seeking information or college credits to update job requirements. Others included housewives wanting self-improvement, formal students looking for curriculum enrichment, retired persons seeking academic stimulation or a new career, and families interested in cultural enrichment. Secretarial, accounting and clerical positions were the most common occupations represented.

At the close of August 1973, 88 of those involved in ISP, 41 men and 47 women, had taken CLEP examinations. The total number of potential credits earned was 943, the equivalent of 31 years of college at a cost of only $3,015.

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[19] Jean Brooks and Betty Maynard, Final Report to the National Interest Council (Dallas: Independent Study Project, 1973).

On the basis of telephone interviews, conclusions were drawn about student attitudes toward ISP. General comments were highly favorable, though the interviews reveal some weaknesses. Less than 10 percent of those who showed initial interest in ISP were still participating at the end of two years. Reasons given included: too busy to participate, lost interest, now a full-time student, and no advanced course offered. Another major problem was with self confidence and motivation--many students found they needed more direct supervision and instruction than offered by ISP.

Perhaps the most significant comment by the librarians in their interviews was that even though a large number of persons requested information about ISP and CLEP, few ever returned or were seen engaged in independent study. Thus the new role of the librarian implied by ISP, that of an academic counselor, was rarely used. Some librarians felt this was because many were attracted to the program because they thought it was a quick and easy way to get college credit. Once disabused of this notion, they did not return. Other patrons who had had college courses before were more capable of getting counseling outside the library.

Profiting from what had been learned with ISP, the Dallas Public Library System proposed a second phase to improve the weakness and expand the strengths of ISP. Those areas where ISP needed additional support were personal assurance and special materials. Librarians felt each participant should have one person to whom he could relate and who would be available to him each time he came to the library. Incentive, recognition and reward structures had to become an integral part of the program. The ISP revealed a need for experimentation with study materials, evaluative backups, and instructional packages which would present adult learning experiences in a paced format for returning learners. Existing commercial programmed materials were often too confusing to use independently.

In the second phase, the Dallas County Community College District would join the public library in an attempt to meet those needs identified by ISP. Two library learning centers, equipped with special audiovisual and print materials, and manned full-time by para-professional college counselors have been proposed. Community impact programming and publicity would be explored. Accessibility to counseling and information would be maintained for all libraries in the Dallas System through a telephone hotline.

If the second project's effort is effective in expanding and strengthening the Dallas community's continuing learning interests, further expansion of the program would be recommended.

This new element of the American scene may spark a dramatic revival in out-of-school learning by adults. It may provide for independent study that element of practical value that, added to curiosity and ambition, seems essential to adequate motivation.

If it does, we might predict a renaissance of the American public library. With over a thousand such institutions in our population centers (25,000 persons or more), with their two hundred million volumes and 50,000 librarians, we might find within them the "Acres of Diamonds" we are seeking for adult education.

It might even be that the Young Men's Institute of New Haven would be rewarded for having sustained itself for a century and a half; it might once again become a vital gathering place for those who have "decided that more knowledge was necessary for them to advance in life."

recurrent education for women

GISELA SCHADE

Introduction

The increasing participation of women in education, though appearing as a consequence of general educational expansion, poses many interesting questions.

What do women do with their education?

Is their increased participation, especially at the higher level, worthwhile from an economic point of view?

Is it compatible with prevailing patterns concerning the division of labor between men and women? Would it be "worthwhile"--and from what points of view--to change those patterns?

Does the concept of equality of opportunity in education necessarily imply equality of opportunity in employment? And what does the concept "equality of opportunity" mean: equal rights, equal chances or equal achievement? How to judge achievement in different branches? Does equality imply identity of choice? If not, is equality possible in our present value system?

What are the objectives of education?

Those are complex and broad questions. Although difficult to answer in the framework of this paper, they show the perspective in which education for women is being considered here. Without being able to answer what "equal achievement" between men and women means and what is meant by "equal chances" for the two sexes, the order of magnitude of disparities in education (as in employment and incomes as well) is such that one can say categorically that granting "equal rights" in education has proved to be insufficient and that equality of opportunity has to be interpreted in a more ambitious way.

As Torsten Husen puts it, "The core of the problem is whether equality should be seen as a starting point or a goal." The traditional interpretation of equality of opportunity meant equality of exposure to a given curriculum. The modern, more radical concept implies that "in order to achieve greater equality in school attainments, society has to adopt special means to compensate for the deficiencies of the environment in which the child grows up or to supplement what may have been done at home."[1]

Recurrent education is one of the proposals aimed at reducing social inequalities. It may offer a second chance to workers. It also offers a second chance to women who did get a chance during their youth, but who could not exploit fully the opportunities offered since marriage was accepted as their main goal in life. Many women need a second opportunity in their thirties to plan their lives, or at least the part of it which they have to face with their new realities.

Recurrent education aims at providing everybody with access to knowledge throughout his whole life in line with his interests, aspirations and abilities. The single group which, as a whole, is cut off from this early in life is women. At present, most women are badly trained for long-term careers. Recurrent education may provide a framework for solving this problem. It will also help to overcome --or perhaps even avoid--the obsolescence women suffer after an interruption in their employment.

The Relevance Of Greater Participation Of Women In Education And Employment

The decrease in the rate of infant mortality in the last century, combined with the fall in the birth rate in Western societies, has resulted in a considerable shortening of the period of women's lives being reserved for motherhood:

> In the 18th century maternity filled practically the whole life of a married woman. A woman of 50 years old having [illegible] at the age of 23 would have 7 or 8 children on the average. Many of these died young (1 on 4 before 1 year, and 1 on 2 before 20 years), but the successive pregnancies and care of young children largely absorbed women's time and energy during married life....With the old mortality

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1. Torsten Husen, Social Background and Educational Career (Paris: OECD, 1972), pp. 27-38.

rate about 7 children per "complete family" were indeed necessary to keep stable the population number: today an average slightly above 2 is sufficient.[2]

Moreover, there seems to be a recent tendency in the U.S. and Sweden for women to have children earlier. The fertility rate of very young women (under 25 years) has increased. Meanwhile, there is a decrease in the fertility rate of women over 30 years and especially over 35 years.[3] Life expectancy, on the other hand, has considerably increased over the last century. This means that women now have a higher proportion of their lives "available" for a career.

From an economic viewpoint, the limited participation of women in the labor force can be--especially in the case of "educated" women--a form of disguised unemployment or underemployment. This is true for all housewives, regardless of their education, once their children have reached school age (see tables 1 and 2).

In this connection it is interesting to mention the issue of flexibility in working life: new patterns for working time, while facilitating combinations of paid employment with domestic tasks and leisure activities, could allow married women to join the labor market more easily and, at the same time, offer greater opportunities to *all* individuals to play a more varied role in society.

Women's increased participation in employment might compensate for losses due to a general reduction in working hours, while at the same time enabling women to take a greater share in the financial responsibility of keeping a family. This could increase both men's and women's relative freedom and allow couples to support each other in periods of transition linked to retraining, further education and changes in career orientation.

Finally, greater female participation may help to improve the quality of candidates in the running for top jobs by widening the field of recruitment, and influence women's performance on the lower levels by offering better career prospects.[4]

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[2] Francoise Guelaud-Leridon, "Recherches sur la Condition Feminine dans la Soci[illegible] d'aujourd'hui," *Travaux et Documents*, 48 (Paris: Presses Universitaires de France, INED, 1967): 22.

[3] Evelyne Sullerot, *L'emploi des Femmes et ses Problemes dans les Etats Membres de la C.E.E.* (Brussels: European Economic Community, July 1970). See also, Centre d'Etudes d'Emploi, INED, *Bulletin d'Information*, 1 (Septembre 1971): 6.

[4] Michael Fogarty, Rhona Rapoport, and Robert Rapoport, *Sex, Career and Family* (London: George Allen and Unwin, P.E.P., 1971).

Table 1. Labor Force Participation of Men and Women in O.E.C.D. Countries.

(in percentages)

Total labor force x 100 / Population 15-64 years		1960			1970	
		Males	Females		Males	Females
Austria	(1961:)	81*	45*	(1969:)	86	50
Belgium		89	36		87	40
Denmark		100	44		92	58
Finland		91	60		84	62
France		93	47	(1968:)	87*	46*
Germany		95	49		95	49
Greece		92	42	(1971:)	87*	32*
Iceland		97	38		94	38
Ireland	(1961:)	100	36	(1966:)	99	35
Italy		93	37		84	29
Netherlands		94*	26*			
Norway		92	36		89	39
Portugal		100	20		84	25
Spain		100	24		94*	30*
Sweden	(1962:)	93	53		89	59
Switzerland		99*	42*		96	51
Turkey		99	71	(1965:)	98	62
United Kingdom		99	49		93	52
Canada		92	32		87	41
United States		92	43		87	49
Australia	(1964:)	94	39		93	45
Japan		92	60		89	56

Note: Variations between countries are greatly affected by the relative importance of agriculture and the extent of urbanization.

Source: Labour Force Statistics, O.E.C.D., Paris.

* Figures marked with an asterisk have been calculated on the basis of data published in the Yearbook of Labour Statistics, ILO, Geneva.

Table 2. Proportion of Men and Women in Civilian Employment in Selected Countries, by Percent.

		1960				1970		
		Males	Females			Males	Females	
			Proportion of all women in civilian employment	Proportion of married women in civilian employment			Proportion of all women in civilian employment	Proportion of married women in civilian employment
Denmark		68%	32%	12%		61%	39%	24%
France	(1962:)		35*	18*	(1968:)		35*	19*
Germany		62	38	17		64	36	20
Sweden	(1962:)	64	36	20		61	39	25
Canada		73	27			67	33	19
United States		67	33	18		67	38	22
Japan		59	41			61	39	23
Australia	(1964:)	72	28	14		68	32	18

Source: Labor Force Statistics, O.E.C.D., Paris.

* Census data.

From a political viewpoint, the limited participation of women in political life cannot be considered a healthy practice of democratic government. As a group, they are isolated. This is not only the case for the housewife with small children who spends her days in a small closed circle. It is also true in a more general context. Women's participation in the labor market is limited and takes place generally at the lower levels. This means that only very few women happen to be in channels from which people are recruited for decision-making functions. The possibilities for participation in the decision-making process by women as a group are thereby very much limited.

Education may help to improve this situation by making them conscious of their possibilities and by enabling them to seize opportunities which exist, but which they have ignored so far or considered to be out of their reach.

From a cultural viewpoint, the education of the young is mainly in the hands of women. Not only is there a positive correlation between the level of education of the mother and the achievement in school of her children,[5] but the mother is an important factor in the more general transfer of culture, attitudes, and aspirations. Broadening women's horizons may, therefore, have an effect which is multiplied through the next generations, and especially through the girls, enabling them to take a more active part in imagining and constructing the future.

From the viewpoint of human relationships: The "nuclear family" of today is a relatively recent phenomenon. After having been an important factor of economic growth in Western society, it may have reached the limits of its unquestioned priority at the same time as economic growth itself is coming to be questioned. Getting mothers out of their household confinements through education, employment, or active community involvement is a first step toward enlarging the social awareness and culture of families.[6]

Considering these points, it seems that the organization of society has been by-passed by the technical evolution of our time. Women's recent claims for "liberation" can only be fully understood in the perspective of the profound changes that have taken place in their roles at home and in their level of education. Their emancipation appears

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5. See, for instance, J. S. Coleman, Equality of Educational Opportunity (Washington, D.C.: Government Printing Office, 1966), and Central Advisory Council for Education, Children and Their Primary Schools (Plowden Report) (London: Her Majesty's Stationery Office, 1967).

6. For the effects of employment of the mother on her children (according to social background, age of the children, etc.), see for instance F. I. Nye and L. W. Hoffman, The Employed Mother in America (Chicago: Rand McNally, 1963).

now to be a necessary step towards a greater degree of freedom for the individual in general, both in relation to family structures and to flexibility in working life and division of labor. Beyond changes in sex roles, women's emancipation could bring about a fundamental change in values and a better functioning of society and democracy.

The Female Demand For Recurrent Education

When talking about the demand for recurrent education, we have to keep in mind a distinction between existing or observed demand and latent demand or underlying need. The usefulness of present inquiries is limited in that they tend to confirm existing trends. It is a well-known fact, for example, that at present adult education attracts mainly already educated, highly motivated students in their 20's rather than their 30's. Present statistics do not make much sense if the completely different cultural and sociological context of different groups (social class, age, sex) participating in education is not taken into account.

Demand for recurrent education by women has been measured in several European countries.

An investigation in the city of Malmo, Sweden[7] showed that in 1964 a quarter of all women were interested in further education at junior or senior secondary school level. As to participation in study circles or short courses, 37 percent of the gainfully employed women had taken part in such courses in their leisure time during recent years against 26 percent of housewives.

Another concrete indication of women's interest in recurrent education is given by the early experience of the "Open University" in the United Kingdom: housewives constituted 9.2 percent of the applicants in 1970, 11.0 percent in 1971 and 13.0 percent in 1972.[8] During the first year of its operation, drop-out rates were lower for women students than for men: 15 percent against 21 percent.[9]

In Germany, the number of female participants in vocational further education who received a grant under the Labor Promotion Act amounted to 16,901 against 82,231 men (end 1970), i.e., 17 percent.[10] That act

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7. T. Husen, Talent, Opportunity and Career (Stockholm: Almqvist and Wiksell, 1969).

8. "Shorter Notes" in Education (March 31, 1972): 309.

9. Times Higher Education Supplement (June 9, 1972).

10. Die Forderung der beruflichen Bildung, Ergebnisse des Jahres 1970 (Bundesanstalt fur Arbeit, ANBA No. 7, 1971), pp. 2-14.

was passed in 1969 in order to prevent or to cure bottlenecks in the employment market by improving the vocational mobility of the labor force. It provides organizational and financial facilities exclusively for the vocational side.[11] Professional promotion was the aim of two-thirds of the male participants, but only of one-third of the women. About 50 percent of the female participants took courses preparing for office work.

Table 3. Distribution by Age of Men and Women in Vocational Further Education.

	1970	
	Women	Men
Up to 25 years	44.5%	33.2%
25-35 years	32.2	51.2
35-55 years	22.7	15.3
55 and older	0.6	0.3
Total	100.0%	100.0%

Source: Die Forderung der beruflichen Bildung.

Men were concentrated in the age-group 25-35 years, whereas in the older age-groups, women's participation was relatively stronger. This may indicate that many married female workers cannot or do not want to combine further education or retraining with a job and family responsibilities, especially when they have children to look after. Seventy percent of the female participants had no children against 58 percent of the male participants; 36 percent were married against 61 percent of the men.

The influence of domestic tasks is also reflected in the fact that one-third of the women who wished to re-enter the labor market took retraining courses preparing them for a new job which was compatible (in claims and time-schedule) with the work they had at home.[12]

The number of applications during 1970 was 263,588, of which 58,008 were women, i.e., 22 percent.

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[11] CERI, Recurrent Education in the Federal Republic of Germany (Paris: CERI/OECD, October 20, 1972).

[12] Die Forderung der beruflichen Bildung.

In the same year, women constituted 35.6 percent of the labor force. More than half of these (56 percent) were married.[13]

Most of the courses were full-time: 73 percent against 27 percent part-time.

Female participation was concentrated in the courses of shorter duration, as shown in the following table:

Table 4. Participants According to the Duration of Further Education.

	Women	Men
Up to 1 year	71.4%	34.4%
1-2 years	23.3	43.2
2-3 years	4.9	17.6
More than 3 years	0.4	4.8
Total	100.0%	100.0%

Source: Die Forderung der beruflichen Bildung.

For Denmark, the following table may give an indication of women's interest in further education.

Table 5. Number of Participants in Evening and Evening High Schools and Folk High Schools in Denmark, 1971-1972.

	Evening and Evening High Schools	Folk High Schools (full-time compensatory adult education)
Men	171,824	3,163
Women	357,713	5,386
Total	529,537	8,549

For the Netherlands, the only figure that can be given here for the time being is a total number of 310 authorizations for scholarship provisions given to women in the framework of existing adult education programs during the year 1970.[14] The figure is so low that it may be worthwhile mentioning here in spite of the poorness of the information. It is also an obvious example of the ambiguity between existing demand and supply. The figure probably expresses, more than anything else, the limits on the supply of facilities, such as the fact that the Dutch centers for adult vocational training provide almost exclusively training for jobs which are not traditionally filled by women.

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[13] Labour Force Statistics 1959-1970 (Paris: OECD, 1972).

[14] "Rapport Interderdepartementale werkgroep onvolledige gezinnen" (April 28, 1972), p. 24.

When turning to the latent or potential demand for recurrent education, it may be useful to make a distinction between different groups of women:

1. those who wish to return to the labor market and need training or retraining but are prevented from taking it by lack of training facilities;
2. those who would like to return to the labor market but who hesitate to make the leap; and
3. those to whom the idea of schooling or training is still entirely out of reach, materially and/or psychologically.

The kind of recurrent education that is needed is different for these three groups. Group 1 needs an increase and extension of training and retraining opportunities as exist under present adult education programs.

The second group needs a more general orientation and education to overcome the material and psychological problems posed by the transition from housewife to gainful employment. This would seem to indicate a need for informal, small meetings where women can talk freely about these problems, combined with general occupational orientation and vocational guidance. Only in a second phase would training or retraining for a specific occupation (as for group 1) be needed.

The third group consists of women, probably mainly working class, who are not aware of (re)training possibilities, who often need to take up paid employment, but who have no alternative other than unskilled labor. This group--the largest--must be made aware of educational and retraining opportunities. The latent demand for training from this group could become an effective demand through campaigns via mass-media and through active information services in cities and villages.

This leads to the conclusion that women's demand for recurrent education cannot be separated from their emancipation. The concept of emancipation has to be defined.

The report on the Swedish view of recurrent education mentions emancipation in the context of "emancipating the individual from the various social constraints laid upon him in a capitalistic society."[15] The same report stresses the fact that in Sweden it is generally assumed that both the adaptation of the educational system to the needs of the labor market and the above-mentioned emancipation of the individual could be better obtained through some form of recurrent education than within the present educational system.

Van Doorn[16] defines emancipation as the "theoretical and practical possibility to achieve equality of opportunity," which does not necessarily imply the "holding of equal functions and power positions."

Verwey-Jonker[17] does not entirely agree with this definition and thinks that the criterion has to be whether "the sub-cultures of different groups are sufficiently integrated in the total culture," which means that (1) "members of the sub-cultures have free access to the total culture" and (2) "the total culture must have adopted certain elements from the sub-cultures--or at any rate be prepared to do this."

This last definition makes incomprehensible the one which is implicit in the conclusion of a conference of sociologists held in Hrazany, Czechoslovakia, in 1964: "The position of women in contemporary socialist society is characterised by a contradiction between their emancipation and economic activity on the one hand, and their biological and social functions on the other."[18] Women's emancipation cannot be opposed to their biological and social functions. The latter underlie their subculture and should therefore be integrated into the basis of the total culture if the objective is emancipation as defined by Verwey-Jonker, which is the definition adhered to in this paper.

Women are not a homogeneous group, of course. All women are also members of other social groups so the problems posed by the specific condition of women in a given society are superimposed on the ones that are related to social class, age, and so forth. In the last analysis women's emancipation cannot be separated from the emancipation of all individuals, but steps which can now be taken to blur the rigidity of sex roles may contribute to this general emancipation process through

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15. Jarl Bengtsson, "The Swedish View of Recurrent Education," CERI/RE/72.01 (Paris: OECD/CERI, August 7, 1972).

16. J.A.A. van Doorn, "De emancipatie der Nederlandse Rooms-katholieken in de sociologische literatuur, Sociologische Gids, 5 (September 5, 1958): 202.

17. H. Verwey-Jonker, "De emancipatie bewegingen" in Drift en Koers, Een halve eeuw sociale verandering in Nederland, edited by A.N.J., Den Hollander (1962), p. 122.

18. M. Kucera cited in J. Berent, "Some Demographic Aspects of Employment in Eastern Europe and the USSR," International Labour Review, 101 (February 1970): 192.

a change in values. Changes which have occurred in fundamental factors underlying women's past and present situation in society--as set out in the Introduction to this paper--seem to make possible some progress along these lines.

The full recognition of women's place in society as equals with men in the social, economic, political, psychological and cultural spheres ought therefore to be one of the general objectives of education in the coming years at the pre-primary, "basic" and adult or "recurrent" level, in the interest of all members of society.

The end of this emancipation process can be reached only in a society adapted to different life cycles of men and women as well as to different aspirations and different aptitudes of different individuals, i.e., in a hypothetical ideal future, where the various subcultures have been integrated in the so-called "total" culture and at the same time transformed the total culture.

As long as the need for a comprehensive policy in this field has not been recognized, existing educational opportunities (both formal schooling, informal education and adult education) may reinforce rather than weaken traditional choices and sex roles. The branches of study which girls tend to choose are an illustration of this point: the increase in female participation in higher education in O.E.C.D. countries since 1950, for example, is much greater in fields that lead to traditionally "feminine" professions, much higher in humanities than in sciences[19] (see table 6).

At the secondary level, the findings of the International Study on Achievement in Mathematics[20] point in the same direction: "it is possible that the studying of mathematics at school may be influenced not only by the educational opportunities available to males and females in a community but also by the role of women in society and their freedom to enter certain occupations. However, it is important to note that in most of the countries associated with this study the restrictions on women entering certain occupations arise from concepts of the role of women in a society rather than from a formal lack of freedom."

The specialization in humanities and social sciences when taken seriously may well prove to be better appreciated in the near future if the debate on "quality of life" is going to have practical consequences. For the time being, however, it reflects in many cases

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[19] Development of Higher Education 1950-1967, Analytical Report (Paris: OECD, 1971).

[20] T. Husen, International Study of Achievement in Mathematics, Vol. II (Stockholm: Almqvist & Wiksell, 1967), p. 235.

Table 6. Rate of Female Participation by Field of University Study.

Country	Pure Science		Technology		Medical Sciences		Humanities		Law		Social Sciences	
	1955	1965	1955	1965	1955	1965	1955	1965	1955	1965	1955	1965
Germany	12.6	12.7	0.5	0.6	35.6	29.8	31.5	39.7	11.2	11.3	12.8	13.4
Austria	-	-	1.6	2.4	29.1	30.5	32.1	41.8	15.1	15.3	17.9	17.2
Belgium	26.3	27.6	0.6	0.9	16.8	22.7	39.5	45.5	13.6	18.8	14.4	17.2
Denmark	23.1	22.3	4.0	4.2	24.5	31.3	37.4	50.8	17.9	30.0	3.0	6.1
Spain	19.6	25.7	0.0	0.5	18.1	22.6	67.0	61.2	4.8	13.2	6.1	16.8
Finland	32.3	36.2*	2.8	3.7	36.0	37.8*	70.8*	75.5	14.4	26.1	32.0	43.3
France	27.6	31.0	-	-	29.6	34.9	56.9	65.0	26.2	28.0	-	-
Greece	15.0	20.6	2.1	5.5	21.7	29.9	50.2	69.3	18.4	36.2	12.1	24.9
Ireland	29.0	26.6	0.0	0.1	26.8	26.9	39.9	45.7	11.3	20.2	32.3	31.0
Italy	47.1	31.4	0.4	0.5	18.6	17.0	71.6	74.0	17.2	15.0	7.9	15.8
Norway	19.3	14.6	...	3.1	23.5	23.4	38.0	43.0	7.0	11.8	2.1	8.2
Netherlands	13.0	12.3	0.8	0.7	19.4	19.2	35.4	40.5	28.6	22.7	11.7	12.7
Portugal	55.7	65.8	5.3	9.1	23.2	27.2	71.7	76.9	10.7	14.8	15.6	21.9
United Kingdom	20.7	22.1	1.6	1.8	21.1	24.1	37.0	42.1	-	-	18.6	31.1
Sweden	23.8	25.0	2.1	5.9	23.0	26.4	47.9	63.0	14.1	20.3	5.0	38.3
Switzerland	11.0	15.2	0.2	0.8	12.4	21.4	36.5	41.6	7.8	11.7	10.3	11.7
Turkey	23.3	25.5	2.4	5.8	19.4	25.3	51.5	37.2	12.4	26.0	10.3	16.4
Yugoslavia	43.0	38.1	7.4	12.7	31.1	48.1	55.6	56.9	18.8	32.8	28.0	33.5
Canada	...	17.9	...	0.9	...	45.5	...	40.4	...	6.1	...	15.1
United States[1]	20.7	26.1	0.3	0.4	34.0	43.9	42.6	49.7	3.5	3.4	23.4	24.0
Japan	13.1	12.4	0.8	0.4	24.8	35.1	23.4	42.8	-	-	4.8	5.7

1. First degrees.

Source: Development of Higher Education 1950-1967, Analytical Report (Paris: OECD, 1971), p. 150.

a lack of long-term career commitment on the part of girls who use their studies more for developing personal interests than for achieving a specific professional career. Their attitude is perfectly in line with an education which has presented them from a very early age with the image of fulfillment through marriage. The fact that in most countries female students are socially selected to an even greater extent than their male colleagues may also have an influence in this respect. Though the emphasis on sex roles is probably even stronger in the lower classes, the idea of education for cultural purposes seems to be the prerogative of the middle and upper class woman in our society.

An example is given by Kilian[21] of an average girl from a middle class family, brought up according to the model of a girl of that milieu and thus not career-minded.

> If she does start working (as a secretary, for example) she will consider this as a transitory phase before marriage, or else as a possibility for finding a better husband. In her work as a secretary she will make use of all the skills and behaviour patterns she acquired during the early years of her life at home, which formed her character. She is more willing to prepare coffee and run various errands, work overtime and help her boss than a man would be under similar circumstances. However, there is no doubt that she will develop her initiative to a lesser extent and also tend to underestimate her intelligence. If she does not get married by the age of 30 or 35 she will most likely develop certain symptoms of a psychosomatic nature, symptoms which are characteristic of working women who have found satisfaction neither in their private lives nor at work.

This example, given in 1958, may no longer be valid in all its details for the new generation, but it applies to many adult women of today and illustrates their need for a second chance through recurrent education.

The emphasis on developing personal interests rather than concentrating exclusively on "career education" can be interpreted in a very positive way provided that it is placed in a different context. The

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21. Hans Kilian, The Role of Women and the Education of Girls: A Sociopsychological Viewpoint, report on the meeting "Education and citizenship of girls today" convened by the UNESCO Youth Institute in Gauting (13-18 October, 1958) as cited by M. Sokolowska "Some Reflection on the Different Attitudes of Men and Women Toward Work," International Labour Review, 92 (July 1965): 18-19.

option is related to the issue of whether education ought to be considered as cultural consumption or as an economic investment. However, attitudes as well as specializations should be the result of a "free choice" and not of a conditioning process that starts at birth and affects both boys and girls. As long as this process exists, equality of opportunity is likely to remain a hollow slogan.

The Supply Of Facilities For Recurrent Education

The supply of facilities for recurrent education is obviously a function of the demand for this education and, therefore, of the interpretation given to demand. As far as women are concerned, demand should be stimulated by measures with an emphasis on changing sex roles.

The rise in women's--especially married women's--participation in the labor market over the past 20 years (see tables 1 and 2) may have been a factor contributing to an increase in the supply and demand of training and retraining opportunities. However, the importance and scope of such facilities have remained limited since married women tend to be considered as a reservoir from which additional workers can be drawn in times of economic boom and manpower shortage, while they are frequently the first ones to be dismissed again when the economic activity slows down.

As long as education for women is not seen as an end in itself, existing training opportunities for adult women are likely to result in a strengthening of present differences in types and levels of jobs between men and women.

Another important aspect which has to be taken into account in the elaboration of out-reach activities for adult women is child-care facilities. The participation of mothers of young children in adult education programs depends to a large extent on the possibilities for leaving their children in care.

Part-time courses adapted to the time schedules of women's work will be needed and patterns at home will be needed and training facilities should preferably be located near the home. This means an enormous decentralization and is obviously not possible for all kinds of training. Providing courses through television and correspondence widens the range of possibilities, but poses other problems. The experience of the Open University will certainly be instructive in this respect, but a key problem remains: how to reach a busy working-class woman through television; how to motivate her sufficiently to make the effort required by regular study.

An active policy will be needed here and, above all, coordination with appropriate social and economic policy measures. Effective employment opportunities after the finishing of a training or retraining course will certainly help as an incentive in making the first step. A lot of imagination is clearly needed to find a way through all the obstacles.

Although it will take time to elaborate good schemes, it is important to put women's education near the top of the list of governments' preoccupations at the moment and to involve women in the preparatory work. By not doing so, there is a risk of decisions being taken in other fields that do not take into account the interests of women. Present discussions on shortening working time provide an illustration of this: trade unions tend to ask for a shorter working week instead of shorter working hours per day, but it is the latter proposal that would facilitate women's participation in education and employment as well as men's contribution at home.[22] Shorter working days would also fit in better with children's school hours.

Organization Of Recurrent Education For Women

The organization of recurrent education for women is linked to its content and structure. As far as its content is concerned, recurrent education should not be limited to vocational training but should also cover general educational objectives. Though one of its purposes should be to facilitate women's integration into the labor market on an equal footing with men, this is not an end in itself but only one step on the long road towards emancipation.

Whereas the organization of general education rests mainly with governments, employers and the private sector generally have an important contribution to make to recurrent vocational training. Their initiatives should, however, be placed in the framework of a comprehensive policy if further accentuation of existing differences between social groups is to be avoided. Taking women again as an illustration of this point, attention will have to be given to the question of whether they have access to training facilities that go beyond an initial training for low-level work, especially in "mixed" occupations. A second question is whether further training receives as much attention in occupations mainly filled by women as in those filled by men.

As to vocational training set up by public authorities, a Dutch study mentions the fact that in the Netherlands training opportunities for predominantly "feminine" occupations seem to lag behind. Many "female" jobs are of recent origin (such as dentist's or pharmacist's assistant, laboratory assistant), but the lack of public training facilities might be due to general reticence of the government in these matters. The training for these jobs has been left to private courses which recruit girls mainly from social classes that can afford to pay the higher tuition fees. As long as a sufficient number of women are being recruited to fill the sectors concerned, there is no immediate economic reason for the government to intervene, but the result is that women with lower social backgrounds have a very limited occupational choice.

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[22] See for instance, The Status of Women in Sweden, for the United Nations (1968), p. 4. "It would be advisable to study how reductions in working hours could best be distributed over the working week with a view to making it easier for husbands to do their share of work in the home."

Another drawback of private courses--in the absence of compensatory policy measures and government control--is the fact that they may take advantage of the possible ignorance of the student about manpower and skill demands. This danger seems to be greater for women than for men.

Costs And Benefits

The question of whether recurrent education will be more costly than conventional education is difficult to answer. Some general arguments on this aspect have been developed in Recurrent Education: A Clarifying Report.[23] Therefore, the discussion here is limited to those costs that are likely to be different for men and women, in particular, the costs which are related to the support of the individual and his family during his participation in the courses.

The following figures taken from the German report on recurrent education[24] give an indication of the increasing importance of the share of subsistence funds in total grant aid given to individuals under the Labor Promotion Act: from 28 percent in 1968 to 52 percent in 1969 and 65 percent in 1970. Total grant aid to individuals went up from 116 million DM in 1968, to 189 million DM in 1969 and 572 million DM in 1970.

Compensation for earnings foregone is a problem which at present seems easier to solve for most women than for men. Relatively few women have to support a family or dependents. The majority of single women work to maintain themselves only; married women's earnings are rarely the main income of their family. Costs involved in recurrent education for women will, therefore, be basically limited to the financing of courses (teachers, building, etc.) and of child-care facilities. For single women, a maintenance grant is necessary.

It should be added that the social costs of not providing recurrent education for women are high, as shown by the numerous tragic cases of middle-aged and older women, who are often obliged to support themselves and who have great difficulty in finding a job except on an unskilled level.

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[23] Centre for Educational Research and Innovation, Recurrent Education: A Clarifying Report (CERI/OECD, 1972).

[24] Recurrent Education in the Federal Republic of Germany.

Since recurrent education for women aims at improving their educational level, it is useful to have a look at cost-benefit analysis of education for women in general, and more particularly higher education, before examining the specific returns to recurrent education.

The measured "rate of return" to higher studies for women appears to be not much lower than that for men, and in some cases even higher.[25] This is because:

1. far fewer women than men receive higher education (see tables 7 and 8);

2. higher education substantially increases a woman's chances of being in the labor force; and

3. the less educated woman is more likely to suffer from discrimination in the labor market than the highly educated one.

Women earn less, on average, than men.[26] These overall figures take no account, however, of differences in occupational structure, in qualification, in working time, in productivity, rates of turnover, and absenteeism. It is difficult to know, therefore, how much of the differential in earnings is due to pay discrimination and how much to other factors (including other forms of discrimination). Besides, married women who re-enter the labor force after a period of interruption are often willing to accept jobs which give new interests and scope but low financial return.[27]

An American study shows that in the U.S. the average income of workers in occupations at least 51 percent female and for which the median years of school completed is greater than 11.1 is lower than the median income for the total male labor force. This is despite the fact that the educational level of both men and women in these professions is higher than the educational attainment of the average male worker. "In other words, the more educated labor in several female occupations is not rewarded by a proportionately higher income."[28]

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[25] Maureen Woodhall, "Investment in Women: A Reappraisal of the Concept of Human Capital," International Review of Education (forthcoming, March 1973).

[26] Sullerot, L'Emploi des Femmes.

[27] B. N. Seear, Re-entry of Women to the Labour Market after an Interruption in Employment (Paris: OECD, 1971).

[28] Valerie K. Oppenheimer, "The Female Labor Force in the United States," Population Monograph Series No. 5 (Berkeley: University of California at Berkeley), p. 99.

Table 7. Proportion of Girls in Secondary Education in 1950 and 1965 in Selected Countries, by Percent.

	1950				1965			
	General	Technical and Vocational	Teacher Training	Total	General	Technical and Vocational	Teacher Training	Total
Germany	45%	42%	...%	43%	45%	47%	...%	46%
Austria	35	...	62	...	39	...	73	...
Belgium	43 b)	54 b)	67 b)	48 b)	46 g)	47 g)	67 g)	48 g)
France	52	44	62	49	52		68	52
Netherlands	45	40	...	42	48 g)	43 g)	...	45 g)
Denmark	50	...	35	...	52	...	43	...
Finland	57	...	...	...	57	...	...	...
Ireland	...	...	70	...	...	...	78 g)	...
Norway	...	34 b)	...	...	48	37	...	45
England and Wales	...	...	...	49	...	...	...	48 g)
Sweden	54 a)	...	...	...	54	...	...	...
Spain	35	73	73	...	41	...	62 g)	...
Greece	37 d)	...	...	...	43 f)	...	...	...
Italy	38	21	85	38	45	27	87	43
Portugal	47	27	47	38	50 g)	33 g)	91 g)	42
Turkey	25	27	9	24	27	29	43	28
Yugoslavia	45 c)	25 c)	64 c)	35 c)	53	38	61	43
Japan	...	...	...	46	...	...	...	48

a) 1951.
b) 1952.
c) 1953.
d) 1955.
e) 1956.
f) 1963.
g) 1964.

Source: Educational Expansion in O.E.C.D. countries since 1950 (background report No. 1), prepared for the Conference on Policies for Educational Growth (Paris: OECD, 1971), p. 35.

Table 8. Proportion of Girls in Higher Education Around 1950 and 1965 in Selected Countries, by Percent.

	Beginning of Period		End of Period	
	Year	Proportion	Year	Proportion
Germany	1950	20% a)	1965	23%
Austria	1951	21	1965	24
Belgium	1952	26	1964	32
France	1955	32	1965	39
Netherlands	1950	20	1965	25
Switzerland b)	1955	13	1965	18
Denmark	1950	24	1965	35
Finland	1952	39	1965	48
Ireland b)	1950	27	1964	31
Norway b)	///	...	1965	24
Sweden	1951	29	1962	38
Spain	///	...	1964	21
Greece	1955	23	1964	29
Italy	1950	25	1964	32
Portugal	1950	24	1964	35
Turkey b)	1950	20	1965	25
Yugoslavia	1951	33	1965	34
United States	1950	32	1965	39
Japan	1950	10	1965	24

a) excluding engineering schools.

b) university only.

Source: Educational Expansion in O.E.C.D. Countries.

The relation between women's level of education and their participation in employment has been shown by various studies:

--In Norway only 9.5 percent of all Norwegian married women worked outside their homes in 1960, but 55 percent of married women graduates did so.[29]

--A Polish study quoted by Fogarty et al. found that the proportion of married women who return to work after maternity leave ranges upward from 35-40 percent in low skilled work in the clothing industry, or as waitresses and barmaids, to 75-85 percent in most professional and managerial occupations and 95 percent in the case of doctors and teachers.[30]

--In France 70 percent of women graduates were working at age 50 in 1962 compared to about 45 percent of women with only primary education.[31]

--In England and Wales 40 percent of all married women aged 25-44 were working at the time of the census of 1961, but the figure was 57 percent for those women who completed their education at 20 years or over.[32]

--Of American women aged 45-54 in 1964 the proportion working was 43 percent for those with elementary education, but 85.5 percent for those with five or more years of college.[33]

Education is, of course, just one of the factors influencing women's labor force participation, but it is an important one. Expanded educational opportunities for women will influence society in a number of other ways as well.

An indirect effect of women's education is the reduction in the birth-rate which for developing countries with high birth-rates may be considered as an important benefit.

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29. H. Holter, "Women's Occupational Situation in Scandinavia," International Labour Review, 93, 4 (April 1966): 383-400.

30. Fogarty et al., Sex, Career and Family.

31. "L'Emploi Feminin en 1962 et son Evolution Depuis 1954," Etudes et Conjoncture, 12 (Decembre 1964): 62.

32. Fogarty et al., Sex, Career and Family.

33. U. S. Department of Labor, Women's Bureau, Handbook on Women Workers (Washington, D.C.: Government Printing Office, 1965), p. 195.

It could also affect children's learning. Various studies have shown the correlation between the children's achievement in school and the educational level of the mother.[34]

Recurrent education for women would affect the distribution of work between the sexes and allocation of women's time. Is the existing distribution really the best and most rational we can think of? Tables on women's "time budgets"[35] are very revealing in this respect and show that on the whole married women work more hours per week than men. Only the ones who have neither children nor any professional activity seem to work less (and the ones who have daily domestic help, of course).

The issue is in the last analysis one of priorities which must be more clearly defined than they are at present. It is not sufficient to point out the positive aspects of certain activities, it is also necessary to know their opportunity cost in real terms (i.e., their possible substitution by other activities in the same length of time) for a conscious choice to be made.

The Returns To Recurrent Education For Women[36]

At present, it is generally very difficult for a woman in her 30's or 40's to get back to the labor market with the hope of starting a career leading to an interesting job. There is no reason--not even in economic terms--why this should be so. Allowing for normal discount rates, most of the "present value" to individuals--and hence probably to society--of a course of education is earned in the first 20 years after educational expenditure has been incurred. Training schemes for women in their 30's or early 40's followed by effective employment opportunities could, even on these narrow economic criteria, prove very profitable and should form an integral part of educational and employment policies.[37]

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[34] Coleman, Equality of Educational Opportunity and Children and Their Primary Schools.

[35] See for instance, F. Guelaud-Leridon, "Le Travail des Femmes en France," Travaux et Documents, 42 (Paris: Presses Universitaires de France, INED, 1964), p. 43, and M. Guilbert et al., "Enquete Comparative de Budget-Temps," Revue Francaise de Sociologie, 6 (1965): 502-503.

[36] A more detailed exposition of the material in this section is given in Gisela Schade, "Notes on Recurrent Education for Women," Higher Education, 1, 4 (November 1972): 477-481.

Taking into account the economic gains of women's increased labor force participation, the social "rate of return" of recurrent education would be higher for women than for men in the younger age groups who are likely to have to work in any case. However, this is an area in which considerably more research is needed.[38]

Conclusion

Although this paper has dealt with education for women, it has placed women's interests in the framework of society as a whole. One of the most important aspects of women's emancipation today is the fact that for the first time in history, mankind has the

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[37] The income stream can be represented by:

$$y_t = A(1-e^{-kt}),$$ where A is the upper limit.

If the income rises by r% in the first year of a career, then $k = \ln 1/r$.

The present value (PV) of total expected lifetime income is (i = discount rate):

$$PV = {}_{o}^{T}y_t . e^{-it}dt$$

$$= A\left(\frac{k}{i(i+k)} + \frac{e^{-(i+k)T}}{i+k} - \frac{e^{-iT}}{i}\right).$$

Suppose $i = 0.1$, suppose $r = 0.15$ (a discount rate of 10 percent per year which is not unreasonable for this kind of investment), then: 87 percent of the present value of an expected lifetime income spread over 40 years occurs in the first 20 years of working life.

Therefore, other things being equal, a course of education finished at the age of 45 years should yield about 87% of a similar course finished at the age of 25 (for $i = 0.1$ and $r = 0.1$, one also finds a percentage of 87).

[38] G. Psacharopoulos has collected about 50 rate of return studies from 32 countries. Only about half a dozen of these provide estimates of rates of return to women's education. See G. Psacharopoulos, The Returns to Education: An International Comparison (Amsterdam: Elsevier, 1972).

possibility of controlling its reproduction. This fact does not only concern women, it also affects men's lives and their responsibilities.

The effects of medical progress on the condition of women have not yet been fully appreciated by most people, including many women, but they probably will be within the next generation. It is not the small group of "educated" women today nor the often superficial lip-service given to feminism in recent years that is going to bring about a fundamental change in women's place in society. It is the increasing efficiency of contraceptives that will give freedom of choice to all women. Motherhood will become a free and responsible option for all instead of being a destiny for the great majority. Governments will have to take their share of responsibility in this field too and recognize the social utility of child-raising much more than they do at present.

Women's emancipation appears then as an historical event influencing the organization of society at large in line with developments taking place in other fields.

The measures necessary in the educational field to accompany these changes have been briefly set out in this paper. It has been argued that women's education should be centered on the concept of emancipation and that this idea is not in contradiction with economic objectives. The necessity for a comprehensive policy approach has been stressed on various occasions, comprehensive in the sense that:

1. it should cover all education, from pre-primary to adult, both formal and informal, general and vocational;
2. coordination with economic and social policies as well as employment practices is required; and
3. all social groups and not only women should be considered. (Recurrent education for women makes sense only in the framework of a generalized recurrent education system, in which all individuals participate.)

However ambitious such a policy approach may appear, it has to be seen in a long-term perspective, the planning for which should be started now.

Specific policy measures which should be undertaken include:

1. curricula from pre-primary to adult education within the framework of general educational objectives that:
   - --prepare for parenthood (in order to increase parents' capacity to assume fully their role);
   - --stress changing sex roles;

2. special emphasis on emancipation and sex roles in the training of teachers and of people in charge of vocational guidance;

3. better informed public opinion through mass media: less exclusive representation of women as sex-objects and as gullible consumers;

4. counseling services for adult women;

5. increase in training and retraining opportunities for women, linked to an active employment policy;

6. extension of the fields covered by training (types and levels of jobs);

7. special attention to vocational training for women in the framework of an integrated nonbinary system; and

8. involving women in the preparatory work for new provisions, not only in the educational field, but also in town and country planning and community design, new patterns for working time, community care, etc.

educational planning for mature women

CARYL M. KLINE

In 1787 when the Constitutional Convention was meeting in Philadelphia, Abigail Adams wrote to her husband John, "If special care is not paid to the concerns of women, then we are determined to foment a rebellion and we shall not be bound by any law in which we have not had a voice or representation." The last decade has seen that rebellion, sometimes quietly and sometimes vociferously, move across the U.S. In its wake have come increased employment for women, higher wages--although still not equal to men's--real efforts to diversify areas of employment for women, the Equal Rights Amendment that 27 states have now ratified, and a nationwide effort to increase the educational opportunities for mature women.

Lewis Mumford once said that by their very success in inventing labor-saving devices, American men had created an abyss of boredom in this country which only the most affluent in earlier civilizations would have been able to bridge. The "abyss of boredom" has been most critical for the American woman. All the household labor-saving devices, the factory processing of food, the manufacture of wearing apparel took from the average American woman the tasks which had occupied her in her home. She had extra time on her hands, but what to do with it? Tradition says a woman's place is in the home and the woman who tried to abide by that admonition found herself making work for herself. She began to mother excessively, to make full-time jobs of busy-work housekeeping, to participate in social activities that were meaningless. Women began to express their frustrations and to seek a way out. In far greater numbers American women began to turn to the world of work but found they were not qualified for the jobs they wanted. Liberal arts graduates were completely demoralized and not just a little angered when they were asked finally, "Well, can you type?"

The problem became a concern to the nation's educators; conferences were held, articles and books were written. Obviously, a new current in American education was developing. For example, in October 1963, Edward Litchfield, Chancellor of the University of Pittsburgh, called to the attention of the university community America's failure to educate her able women to the full extent of their intellectual capabilities with the resulting loss to every phase of America's economic and intellectual life. The Chancellor announced his intention to appoint an assistant "to take an inventory of the professional and semi-professional needs of our region, determine to what extent they can, with or without persuasion, be filled by women, announce these needs to the women in our region, and invite their return to the University to prepare themselves to meet those needs."

It was expected that women who held M.D., Ph.D., M.A., and M.S. degrees would return to the university and refurbish their training and turn again to their professions. However, this did not happen. Women who had not completed their baccalaureate degrees, some with as much as three and one-half years of academic credit, came to complete their undergraduate work. Many others began college education.

In the intervening decade more than 200 colleges and universities in the U.S. have established programs for Continuing Education for Women. At the University of Pittsburgh, ages of the women in baccalaureate work range from 25 to 72. The average age is 39.

There are those, of course, who come because they feel there must be something more than children, house, and the same treadmill day after day. They look to college for direction and purpose. Then there are those who feel a very real need for individual development.

The majority come, however, with very definite goals in mind. They want an education to enter the labor force and contribute in a very tangible way to the upward socioeconomic mobility of themselves and their families. For many it is a vision of college for their children which would be impossible on a single income. For others it is a desire for career mobility. Then there are those who come out of a driving necessity. Many women are already widowed, divorced, or separated and have families to support. Sometimes they have sufficient money to support themselves for a short period of time but must find a way to begin earning a good salary within a period of three to five years.

The effects of the mature women returning to college are many. First, since she is there because she wants to be and she is anxious to get the most for her time and money, she expects excellent teaching and well-organized courses. At first some deans and professors were opposed to "frustrated housewives" returning to college, but the women soon won the respect of their professors by the excellent quality of their class participation and now professors ask that older students be in their classes.

Another beneficial effect is that in most cases the grades of children have gone up at least a letter grade. Although it is seldom intended, a sense of rivalry seems to emerge between mother and children. A side effect is the necessary division of tasks about the home. A greater sense of responsibility and cooperation is engendered in the children because it is necessary.

There are also serious problems. There is usually a struggle to find the money. While there seem to be grants, scholarships, and low-interest loans for the young student, there is little understanding of the needs of mature men and women for like financial assistance in continuing their education. Scholarships and loans are usually awarded only to the full-time student, but most mature people returning to the classroom must weave their attendance around family obligations or employment schedules. Many employers are now paying a percentage and sometimes all of the tuition of employees who take courses that are immediately applicable to the job they are doing. However, this meets only a very small fraction of the need, for before the student can take the professional courses, there are usually many required background and general education courses for which the employer will not pay. Another difficulty with such a system is that it is usually on a reimbursement basis where the employee is paid only after completing the course with a satisfactory grade. It is very difficult for older men and women in moderate economic circumstances to pay a lump sum for tuition. It would be most helpful if business and industry could make tuition grants when the money is due, with salary deductions provisions if the course is not successfully completed. Many service clubs, both men's and women's, Federated Women's Clubs, even organizations of professional educators frequently give scholarships but rarely are they designated for the mature student. It is unfortunate that education and educational aid seem to be designed primarily for the younger full-time student. If we are truly committed to the idea that education is a lifelong process necessary to the well-being of our society, then government, business, and private organizations must be persuaded to set aside monies for individuals interested in continuing education.

Among other problems is the fear of mature women that they are incapable of intellectual achievement comparable to that of the 18-22 year old student. Experience with mature students has shown that regardless of how good her college record was at 20, she will do even better when she returns after 30. If her college record were abominable at 20, she is sure to be pleasantly surprised by her achievements as a student of 30 plus.

A most important part of returning to the educational community is establishing some associations with other returning women and provision should be made for the formation of such groups. The women themselves will be most anxious to put together an organization and to spend time building seminars or programs to meet their own needs and to encourage other women who may be interested in continuing their education but lack confidence or understanding. Frequently, these mature women student organizations reach out into the community and present public seminars, lectures, and TV programs on women's education. The know-how gained from the necessary budgeting, fund-raising, sale of advertising, program planning, and public relations proves to be very valuable when the women seek to enter the business and professional world.

It is also important that there be an office within the university itself to assist mature women students. Here they will find counseling, academic advising, and a place to bring their serious problems, both academic and personal. Another service which this office might perform is the keeping of a file of old examinations. Students are much more confident if they have some slight idea of what their examination may be. If time permits, it is well to conduct some mock examinations followed by an analysis of the questions and answers.

For the woman returning to college after some years of working or of participating as a volunteer in community projects and activities, there is a great likelihood that through her varied experiences, from reading, from TV and public lectures, and from travel she has learned much that could be equated with the academic work of the classroom. Therefore, there has been much agitation for the granting of credits for "life experience." In the fields of social work, political science, public administration, business administration, and teaching, the work experience can be equated with the required practicum of the senior year.

The next question is, of course, how do you evaluate the experience of the mature woman student who has lived her life in the ghetto and participated in the block organization, who has raised a family within the constraints of public assistance, who has dealt with the problems of drugs, public housing, the geriatric citizen, the unwed mother, the latchkey child? Is there some credit for "life experience" for this student? Immediately after the assassination of Martin Luther King, when there was tremendous pressure for rapidly upgrading the employment of blacks, blocks of credit were given for "life experience," sometimes as many as 30 credits or the equivalent of one college year, without much thought of transferability of such credits to another institution or the applicability of these credits to the jobs that were being or would be done by the individuals to whom the credits were given. Soon the recipients of such credits began to point out that this practice was not very helpful to them and they did, indeed, need specific equating of their life experience with course work so that they could complement their life experience with formal training and be properly prepared for professional employment. Very real attempts have been made to equate life experience with academic courses particularly in the social sciences. Success has been achieved in the fields of sociology, social work, anthropology, cultural geography, and education. Many black mothers acting as teacher's aides, with no formal training in psychology or professional education, can handle the problems of motivation (so long neglected in our ghetto schools) and learning more effectively than the professionally trained individual with no practical understanding of the children with whom she must work. Therefore, to these women helping in the classroom, specific credits can be awarded and equated with required courses in schools of education or social work.

A further question raised on behalf of the returning mature student has been the granting of credit by examination. The Educational Testing Service developed the College Level Examination Program (CLEP) which affords to people who have gained their education outside the classroom the opportunity to assess their achievement (i.e., knowledge gained from work experience, correspondence study, television courses, independent study, on-the-job training, travel, wide-ranging reading habits, etc.). Almost without exception, the colleges and universities of the U.S. devote the first two years, or approximately 60 credits of the 120 required for the baccalaureate degree, to general education in the arts and sciences. These are usually called the "core courses" or "distribution courses" and include certain requirements in the natural sciences, the social sciences, and the humanities. It is, of course, requisite that college students be able to express themselves lucidly in writing. Therefore, the CLEP examinations cover five areas--English Composition, Mathematics, Natural Science, Social Science, and the Humanities. A student may seek examination in as many areas as she wishes. Each educational institution decides how the results of these examinations will be used. Varying numbers of credits are usually awarded on the basis of the score earned. In some colleges and universities, it is possible to satisfy a full two years of college credit by successfully passing all five areas included in the CLEP examinations. Credits are usually awarded on a sliding scale in a ratio to the scores received on the examination and equated with the number of credits required by that college in a given subject area. For example, if X University requires 12 credits each in the Humanities, Natural Sciences, Social Sciences, English Composition, and Mathematics, 12 credits will be awarded for an excellent score in any of these areas, nine credits for a good score, and six credits for an average score. Many women returning to college after an absence of several years have received from 42-60 credits. Usually credits already earned in a subject area are deducted from those gained from the examination. Thus, if you received 12 credits in English Composition as a result of an excellent score on the CLEP examination, but had already earned six credits by taking the courses, the net gain from the CLEP examination would be six credits.

Another very important value of the CLEP examination is to determine the value of credits earned by an individual in a nonaccredited institution. Many women attended small local or religiously oriented colleges which may not have been, at least at the time of attendance, accredited by the regional accrediting agencies. Therefore, the credits earned there are not transferable. By taking the CLEP examination, some salvaging of credits is possible.

The College Level Examination Program also offers examinations in specific subject areas which enable the student who has done independent upper-level work to take an examination in the subject and submit her score for consideration in the granting of advanced credits. Each college or university will determine how it will use these scores in the granting of advanced credit. Many colleges and universities have established an internal system of giving examinations for credit. Sometimes it is possible to petition and gain permission to take the final examination in a course without having attended lectures. Usually there is a fee for taking the examination and if successfully passed, there is a fee for the granting and recording of the credits although it is much less than the cost of taking the course. By examination, therefore, it may be possible for the continuing education student to eliminate several semesters of classroom courses.

Furthermore, more flexibility must be engendered in university administrations. Unfortunately, there are still some very conservative academicians who cannot countenance the granting of university credit for anything but classroom performance. An internal metamorphosis is needed in many educational institutions before there will be a real acceptance of continuing education for women.

Continuing education in the U.S. was given a great impetus some 15 years ago by the community college movement. It is possible to take at a community college two years of academic work similar to the first two years of any four-year college. The difference is that at the end of two years at a community college the student receives an associate degree which in many cases enables the individual to give proof of some college attendance and therefore gives an advantage in gaining employment over the individual who may have gone three and one-half years to a four-year college without a credential. In this credentially oriented society, there seems to be a need for a like piece of paper to be given to the drop-out or stop-out student in the four-year college.

A second option at the community college is a vocational school. In two years a student may get a certificate in inhalation therapy, pedology (child development and child care), accounting, nursing, computer science, etc. These certificate programs are very helpful to the mature woman who must qualify quickly for a well-paying job. There is some academic work included in each certificate curriculum which could be applied at a later date to the requirements for an academic degree.

At its inception, the community college was for the student who did not want to go to a four-year college or whose academic prognostication was insufficient to merit enrollment at a four-year college. As it has developed, the students who start at the community college frequently seek admission to a four-year college. Sometimes it is after some years in the job market or after raising a family to a point where the woman has time available for college attendance. A problem has sometimes arisen because of the refusal of four-year degree granting institutions to accept community college credits for transfer. A very important need for successful continuing education is the establishment of compatible curricula by the community colleges and the four-year colleges and universities. This may necessitate a greater diversification of course offerings on the part of the community colleges and a tightening of academic standards, but it also necessitates an elimination of derogative, supercilious attitudes of some four-year institutions.

An additional instrument for continuing education is beginning to flourish in the U.S., spurred on by the Open University in Great Britain. Many states are now considering the establishment of a system whereby a college degree may be earned entirely by independent study, or by a combination of independent study and brief periods of time on a university campus or at a center where the students meet with the professors who have been preparing the course material. This is not wholly new. The University of Oklahoma and Syracuse University have been pursuing a comparable program for many years and the land grant colleges have had extension programs for several decades. These were largely correspondence courses. Many universities are now starting modified external degree programs which means that a syllabus for a course and reading assignments are sent to the student and two or three times during the semester the students come to the campus to meet with their professor. For the woman with small children, the woman living in an area isolated from a higher educational institution, the woman who is employed full-time, the woman whose husband objects to her attending classes, the woman who is elderly, ill, or physically handicapped, the open university or the external degree program provides an excellent opportunity for her to continue her education. In this highly credentialled society, it is only fair to raise the question of the acceptability for graduate study or for job requirements of a degree from such an open university.

Another fortunate development which benefits the mature woman wishing to continue her education is the introduction by many educational institutions of evening programs which duplicate day programs. Not all courses are offered every semester but it is possible to complete a baccalaureate degree through evening study. In metropolitan areas, the professors frequently go to the suburbs to hold classes. Where such an opportunity has been offered, the women have frequently assumed the responsibility of getting the required number of registrants and of finding a place in the local schools or churches for classes to meet.

One of the weaknesses of the evening and suburban neighborhood programs is the unwillingness of regular faculty members to teach the classes. The result is that graduate students or men and women from high schools or business and industry are recruited to teach. The effect may be that the teacher is too engrossed in his own research to do a good job with the continuing education students, or the class is conducted on a secondary education level, or is too oriented to a specific experience. If continuing education is to meet its promise to returning students, then the same commitment must be made for quality education for the mature students attending in the evening and at satellite campuses as is made for the regularly matriculated day student. To implement this commitment, it is clearly understood in many university departments that each senior faculty member will teach in evening school or at an outlying location on a rotating basis.

Although much has been done to expedite continuing education for mature women, some colleges and universities still require mature women to meet regular admissions requirements. For the mature woman returning to continue her education after a lung interruption, these requirements are ridiculous. For the woman who has been away from formal education for 10 to 30 years, college board scores are meaningless. The mature woman might do well in the verbal examination but she has little likelihood of being successful in the mathematical area and she is most unlikely to be successful in the achievement exams in specific academic areas. The mature woman seeking admission to college for continuing education should not be expected to take college board examinations or any other entrance examinations. Access to education should be possible at any point in life without exclusive barriers of any sort--academic, residential, or age.

Additionally, most admissions officers are oriented toward the recent high school graduate and must be made aware of the returning student. More effective for the continuing education program for women would be to have a mature woman in the admissions office who would handle all applications from women interested in continuing education.

Another meaningless requirement maintained by many admissions offices is the evaluation of a student by her high school counselor and letters of recommendation from three members of the high school faculty. In many cases, the schools are no longer in existence, and the principal and faculty who would have known the woman may well be deceased or long since moved from the area. Far more important to an evaluation of the ability of the woman to do college work would be the recommendation of her current employer, or the director of volunteers in the agency or organization in which she has served, the principal of the school where she is a member of the Parent Teachers Association, or a member of her political party who has watched her influence in the community.

In short, recommendations for the mature woman should be pertinent to her current activities, not to those of her adolescent years.

In the initial interview in returning to school, there should be a careful exploration of both the intellectual and economic needs of the prospective student. If the primary motivation for return to college is economic and the need is almost immediate, then the individual should be guided to other avenues of training. She should be encouraged to undertake an educational ladder which ultimately will enable her to satisfy her desires for a college degree but will give earning capacity more immediately; for instance, a paraprofessional degree program.

Intellectual readiness or capability is usually quite obvious in the initial interview with the mature woman. If a four-year college degree is not a possibility, then the woman must be persuaded in a gentle and kindly way to undertake another kind of program. Continuing or recurrent education for women does not necessarily mean a college diploma. If her abilities are more vocationally oriented, then every effort should be made to guide her to the proper individual or school to help her develop her skills.

Moreover, deans and administrators should alter some of their rules, regulations, and requirements. The woman with a family is unable to attend every day in the week or to take courses at just any hour in the day. Her program must be carefully scheduled around the school hours of her children taking into consideration whether they come home for lunch or are full or half-day students. Other women must fit their education around patterns of employment. Therefore, the university must be willing to accept a part-time attendance on the part of the mature woman.

Another requirement has been that each student must earn a physical education credit for each of four semesters. For the woman who, according to Chase National Bank, spends approximately 96 hours a week on household and family associated tasks which necessitate much physical activity, the physical education requirement is unnecessary.

Another sacred cow in American colleges and universities is known as the "statute of limitations." This means that unless a degree, graduate or undergraduate, is completed in a given number of years, all credits are forfeited. In many cases, departments or schools are willing to give extensions upon petition but in others the rule has been iron-bound, and women very near to completion of their dissertation have abandoned graduate work. This is a rule that must be permanently dropped if continuing or recurrent educational patterns are to have viability.

Another example of myopia on the part of deans, administrators, and their staffs is the unwillingness to accept a course for transfer unless its description is comparable to one at the new institution. Surely a general education course dealing with the Greek tragedies, the Iliad, the Odyssey, and the Bible is as suitable a course to meet a humanities general education requirement as a course in narrative fiction. If a broad cultural background is what we are trying to assure for each student, let there be some breadth of interpretation of what contributes to a broad cultural background!

Indeed this transferability should extend to universities of other countries so that when our mature women (and preferably any student) have the opportunity to study at a university in another nation, they can transfer the credit back to their degree-granting institution in the U.S.

Closely related to the problem of transferability is the possibility of cross-registration from one college to another. The need in the U.S. to get more mileage from every educational dollar means that every college and university in a city or a metropolitan area, or even a state, cannot have a full range of programs and courses. If Swahili is excellently taught at one university, there is really no need for another university two or three miles away to undertake a like program. Rather, the students should be permitted to take the course at the first university and have the credit accepted at the university where she matriculated. As simple and sensible as this proposal seems to some, it is remarkable how difficult of acceptance it is among some educational institutions.

Continuing education for women poses a problem for more than the educators and the institutions of higher learning. Employers, as well, must be convinced that a desire for additional education will develop in many of his women employees. If he is to retain these highly motivated individuals, he must find a way to encourage their return to education on a part-time basis or grant them periodic leaves without the loss of seniority or benefits. Many employers encourage their employees to continue their education by paying tuition. The union of one major industry has negotiated a remarkably generous vacation program which grants vacations up to 13 weeks in length. A few women have been able to return to college for a full-time semester by taking advantage of the long vacation and taking two more weeks without pay. Some employers have been persuaded to give released time during the day to enable women to take one or two courses. Such instances are still unusual in American business and industry. Indeed, only affirmative action programs have brought released time acceptance to many educational institutions.

The need for business, industry, and educational institutions to abide by U. S. Department of Health, Education, and Welfare's affirmative action requirements for the employment of women has brought the complaint that there are no qualified women to hire in many categories. The answer is, "Train them!" The result is that many employers are becoming aware of the value of upgrading by education the women already on their staffs. Another method of finding time for and enabling women to finance their continuing education is for an employer to permit two women to share a single job. It has been done successfully in many areas of employment. There are partnership teaching assignments, medical and nursing assignments, clerical assignments, and many others.

Frequently, women, whose careers have not been interrupted by marriage and family, are interested in changing careers just as men are, and there should be an opportunity for them to re-educate themselves for those new careers. Aware of the desire of mid-career women to find new and challenging job opportunities, a group of women at the University of Pittsburgh made a proposal to a foundation for a grant to establish a program for mid-career women in urban planning, development, and administration. The money is being used to finance women between the ages of 30 and 50 who wish to take graduate work in the urban field. There is need for many more such programs geared to the professional training of the mature woman. It is still very difficult for the mature woman to be admitted to law or medical schools. There seems to be a belief that the woman of 40 or over will not have time to make a meaningful professional contribution if she is a doctor or a lawyer. This is a myth that has been disproven many times but which continues to be used to eliminate the mature woman from most classes in schools of medicine or law.

The U.S. has a large surplus of elementary and secondary teachers, a great backlog of unemployed Ph.D.'s, and a surplus of nurses. If mature women are to be educated for financially remunerative employment, they must be encouraged to go into nontraditional fields, such as engineering, electronics, landscape architecture, and the health-related professions that are expanding in today's economy. Those fields are still looking for women employees.

In addition to increasing the opportunity for economic equality, the greatest value continuing education can give women is to allow them to participate actively in the maintenance of our nation's democratic institutions. It can help them serve less fortunate men and women and it can help them build an intellectual storehouse so rich that no woman, who has enjoyed the fruits of recurrent education, can complain of being empty, frustrated, and alone.

labor-management policies on educational opportunity

HERBERT A. LEVINE

Educational opportunity programs for workers and their families, as they appear in collective bargaining agreements and in unilateral offerings of industry and labor unions, have a latent potential that could significantly alter the educational systems of industrialized and developing countries.

While these programs take many forms, including inplant training, scholarships, individual and institutional grants, this paper will highlight two methods now subject to collective bargaining in a growing number of industries: tuition refund and industry-union education funds. A third method now under international discussion, generally referred to as paid educational leave, will also be examined.[1]

In these times of cutbacks of financial aid to social welfare and education activities, it is bewildering to know that--while millions of public and private dollars are currently being spent on these forms--there are hundreds of millions of dollars which are available but which are not used by workers!

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1. This is the fourth in a series of articles since 1966 on the subject of collective bargaining and education. See H. A. Levine, "Educational Opportunity: A New Fringe Benefit for Collective Bargaining," Changing Education (AFT AFL-CIO) 2 (Fall 1967): 5-12. Readers who might also be interested in a later discussion of this subject should see H. A. Levine, "Education: An Emerging Fringe Benefit," Federationist (AFL-CIO) 77 (March 1970): 11-16.

The fact is that hundreds of thousands of Americans work for companies which offer tuition refund and other educational fringe benefits, but most workers do not take advantage of these opportunities although their need and interest is great. This is true despite the fact that in recent years tuition refund programs have caught the attention of some American trade unions which have begun to discuss seriously this potent fringe benefit at the collective bargaining table.

Two startling examples are the United Auto Workers (UAW) and the International Union of Electrical, Radio and Machine Workers (IUE).

The UAW and the automobile-related industries have signed agreements which provide tuition refund entitlements which could amount to over $200 million per year.[2] Recent articles in Solidarity report an expenditure of $1 million for 1971.[3] The General Motors stockholders report, which includes management personnel, reveals a maximum expenditure of only $2.9 million.[4]

The IUE and the General Electric Company arrived at a similar agreement in 1970 which provides $400 per person annually or approximately $57 million per year potential.[5] General Electric reports that in the first six months of the newly negotiated plan, only an estimated $154,560 was expended.[6]

One might say that a $1 million expenditure on educational upgrading of worker skills and education is an achievement over yesterday and is a credit to the union, the worker and the company. It is the potential, however, that grips the imagination and calls urgently for unions, management and the educational establishment to develop a delivery system capable of relating the educational needs of workers to the available resources. Why are not these funds linked into some integrated adult education effort in cooperation with the enormous sums spent by governments and foundations? Who is to blame? The union, the company, the school system or the worker himself?

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2. See UAW-General Motors Agreement 1970 as a sample provision.

3. Howard Lipton, "A Door to Old Dreams," and "A Million Dollar Fringe," Solidarity (UAW) 14 (October 1971): 5.

4. Progress in Areas of Public Concern, GM Proving Ground, Milford, Michigan, February 1971.

5. See Individual Development Program negotiated by IUE and GE available from GE Headquarters Office, Lexington Avenue, New York City.

6. Activity Data Report - Individual Development Program, General Electric Corporation, December 1, 1971, unpublished.

Can The Promise Become A Reality?

It would seem at first that all parties are in favor of making the promise a reality. Actually, educational opportunity for workers and their families through the tuition refund process will remain merely a promise for some time. Its consummation will require far more serious attention by unions, management, the educational system, and government.

It might be useful to pause here for a moment to consider the nature of an educational delivery system which might attempt to meet the needs of workers in advanced and developing countries. There are, of course, differences in the specifics of education and training needs and in the availability of technology and finances, but it seems all countries might approach educational opportunity with a similar perspective. Education from the primary grades through the Ph.D. should be integrated with work, leisure, and the physical stages of life and not separated from it. Perhaps the saddest words ever written by a university career guidance officer was his expressed regret that a current graduate of his distinguished institution had decided to be a carpenter--when he might have become, at least, a builder's technician! All too often some of us think of education as existing merely for a career. Yet we have a strong tendency to separate work from education. We even overlook the fact that education is work, while at the same time many have suggested various forms of payment for those who engage themselves in educational effort. These include scholarships, stipends, paid educational leave, sabbaticals, and other financial incentives. The argument has been made, with some justification, that individuals as early as in primary and secondary schools should receive a wage for their participation in the educational enterprise. This is based on the concept of the social values the society derives from an educated work force which can fulfill its role as an educated citizenry.

I am not quarreling with the concept of recurrent education in its sense of providing continuing education over a lifetime, but if one stresses educational effort as something which occurs "in alternation with other activities," there seems to be an implication of blocked out periods of work and study. For example, the idea that students completing secondary school should automatically break with the school pattern and engage in one or two years of work experience is anathema to me. It assumes that youth will not engage themselves in an income-producing work experience throughout the primary and secondary grades. What kind of a job will uninitiated youngsters perform in this postsecondary period? How will they select the job? Will the opportunities be as class, caste or racially related as in current opportunities? If the student has already been working, where is the advantage?

Perhaps a significant aspect of this problem is a latent invidious comparison of full-time and part-time study. Part-time study, innovatively provided and integrated with work, should be the core of any educational system attempting to reach the mass of citizens.

Workers and their children, if not all citizens, require continuing opportunities for part-time study and part-time work. When educational facilities are not close at hand or if research-oriented study requires one to move or travel, or if a teacher or curriculum calls for special residential periods of concentrated study, then the strenuous adjustment to job, family and daily patterns of living should be specially financed.

Work-study programs came late to our society which for too long has held back our youth from a potentially rewarding learning experience. Perhaps it might be well to consider ways to design an integrated program of workers, vocational and adult education based upon the worker's relationship to his job, career and lifetime aspirations. It should enlist the cooperation of unions, management, government, the school system and the individual worker and his family.

Unions have begun to turn their attention to the nature, quality and accessibility of education for workers as it is currently being provided by management and the school system. As indicated above, a growing number of unions are negotiating educational opportunities. Let us consider for a moment the concept of education as a collective bargaining fringe benefit.

American unions have maintained an aggressive interest in education from the early days of the struggle for free, universal public education. To workers, education has been the "glory road" upon which they hope their children will march out of the mines and mills into the offices and professions. Large numbers of their sons and daughters have moved out, but more have been left behind.

On the national political scene, unions are strong supporters of legislation providing for educational opportunity, including federal aid to schools in all forms, from primary grades through colleges and universities, vocational education, labor education, apprentice training and manpower development programs. Yet these programs, vast as some of them are, have not been able to do much about the inequality of educational opportunity in America.

Perhaps the largest single group deprived of college education are not, as one might initially think, the minority groups, the aged, or the unable, but rather Americans organized into unions who have achieved a modicum of success, including a regular, decent income, a home, a car, and a pension. What's more, these groups contribute a good share of the taxes that undergird the educational system.

Once upon a time, corporations required a high school education from all employees hoping for reasonable advancement on the job. With great reluctance under government and community pressure, some modifications were made which appear to alter temporarily the educational requirements. In fact, however, many corporations have raised their educational sights to the two-year community college, the four-year college and beyond.

Some workers appear resigned to live with their educational deficiencies; yet many yearn for a second chance to acquire an education. Almost all workers hope their children will be educated. But large numbers recognize that their children too may be stopped at the college gate for educational and financial reasons.

For this reason, although unions continue to believe that education for all to their fullest capacity should be a social charge on the public treasury, they have turned to their area of special expertise to obtain for their members through collective bargaining that which is not yet fully available in the larger society.

Paul Jennings, President of the International Union of Electrical, Radio and Machine Workers, expressed the labor movement's new look at educational opportunities when he described the basic purpose of the demands placed before General Electric by the coordinated bargaining groups. "Much of the undercurrents of unease in our nation today," he said, "stems from frustrations of opportunity. What we are going to do is at least start to remove that frustration among our own members by creating the opportunity for a member to get what education he wants, to expand his understanding of his job and the world around him and to send his children on to college."

Not all managements have a clear notion of how to provide education opportunities for their employees. Roger O'Meara, in a brief overview of his interesting National Industrial Conference Board Study of Employee Tuition Aid Plans, suggests there is an emerging tendency on the part of company managements to think of tuition aid plans more as a training tool than as an employee benefit.[7] Of the 200 companies, 35 have discarded the employee benefit concept; others are contemplating doing so. A study made in a food processing organization, for example, suggests that the company's educational reimbursement plan "might be better positioned under a training program, rather than considered a 'fringe benefit,' so that it could be turned into a development resource which could be more effectively controlled by management." It seems safe to assume, however, that

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7. J. R. O'Meara, Combatting Knowledge Obsolescence. II Employee Tuition-Aid Plans (New York: National Industrial Conference Board, 1970).

unions will press even harder for substantial participation in the "control" of educational programs and training.

Collective Bargaining Agreements On Education And Training

In 1969 the U. S. Bureau of Labor Statistics made an attempt to study the training and retraining provisions in major collective bargaining agreements in the United States. The study indicates that fewer than 20 percent or 344 of the 1,823 major collective bargaining agreements studied contained training or retraining provisions.[8] These applied to 2.4 million of the 7.3 million workers in the study. Most of these agreements contained scanty and inadequate clauses which provided training under rather narrowly defined limits. Only a very few contract clauses in the study provided education and training in the larger sense discussed in this paper. There are some current interesting efforts being made by Local 3 of the International Brotherhood of Electrical Workers in New York, the Amalgamated Clothing Workers Union, sections of the International Ladies Garment Workers Union and some building trade unions.

The International Union of Electrical, Radio and Machine Workers, the UAW and the American Federation of State, County and Municipal Employees, District Council 37 have concentrated on tuition refunds and education and training funds.

Tuition Refund Programs

The significance of the funds involved in tuition refund agreements in the UAW and IUE were discussed above. It is interesting to note how in a relatively short time advancements have been made even before anyone has seriously examined the workings of the educational provisions. The initial UAW auto agreements called for a $250 annual per worker entitlement. The IUE-GE negotiations resulted in a $400 entitlement. The second round of UAW negotiations raised the current maximum in the auto industry to $500. Individual agreements reached by the IUE and smaller companies have so far reached a maximum of $750.

A particular feature of the IUE demands on GE was that the tuition refund plan be made available to the children of workers. This demand was deferred by GE without serious consideration at the time although an International Monetary Fund (IMF) study of comparative wages and working conditions in Latin America indicates that the General Electric

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[8] Major Collective Bargaining Agreements: Training and Retraining Provisions (Washington, D.C.: U. S. Bureau of Labor Statistics, Bulletin No. 14257-7, 1969).

Company in several countries already provides tuition and other educational costs for the children of GE employees.[9] Incidentally, since that time the International Association of Machinists, a party in the coordinated bargaining effort at GE, has negotiated an agreement with a smaller company which provides up to $1,000 per year per child of an employee covered under the contract.[10] In this interesting contract, a worker with three years of seniority is entitled to $300 per child. The entitlement is augmented in the amount of $100 each year thereafter until ten years when the $1,000 becomes fully available for each child in college. What better way for a company to encourage young men to invest their future in the company? Pensions and some other deferred benefits have lost some of their appeal. Young parents would certainly tend to stick it out with a company if they knew their children were more or less guaranteed a college education. This could help the company retain desirable employees. It surely helps the worker and his family meet one of the potentially heaviest financial burdens in family life. It could, if universally applied and adjusted upwards over the years, make an astounding change in the number of workers, their spouses and their children attending college. It is not unreasonable to expect that the next decade will see tuition refund programs made applicable to the children of workers.

Although tuition refund programs are new to the collective bargaining table, employee tuition aid plans have been offered by management since 1904.

Management's View Of Tuition Refund Programs

Roger O'Meara's study mentioned above provides considerable insight and information into the nature of the employee tuition aid plans in the United States and Canada.

"Tuition aid allowances paid participants in 162 companies in 1967 totalled nearly $17 million. Tuition aid plan costs equaled .04 percent of payroll costs out of current income." At first look, $17 million is a large subsidy offered by American and Canadian corporations to the educational upgrading of the workforce. The report, however, goes on quickly to point out that in 155 companies, the median rate of employee tuition aid plan participation is 4.4 percent. About seven-eighths of the participants, who are usually salaried male employees, completed approved courses successfully. Why are 95.6 percent of all eligible employees not participating in the plans? It seems strange that $3.5 billion of education entitlement should lie fallow in the face

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9. Comparative Wages and Working Conditions (Geneva: General Electric Company, International Metal Workers Federation, 1969).

10. IAM Contract District 508 and Xerox Corporation, Sunnyvale, California.

of the great needs of American workers.

The companies, for their part, generally consider their current expenditures in tuition aid plans a "good investment."

"Employees who take tuition aid courses are more highly motivated to begin with. What their participating in the plan does is to identify a competent employee," said a printing firm executive.

"I know there is little evidence of causative effect, but every time we need a man to fill an important opening, the one we select has a record of tuition aid plans participation," declared an engineering firm personnel director.

An electrical equipment manufacturer asserted, "The percentage or turnover among tuition refund graduates is far less than the percentage among college graduates." This view is reinforced by a survey of bank employee turnover which showed "employees using the tuition refund plan were twice as stable as those who did not." A vice-president of a food company states, "We know that our plan is well accepted and that it has a positive effect on employee morale."

GE asserts that "the individual development program is an important step forward in helping both the company and employees meet challenging job demands of the future."

The NICB report concludes that "So many jobs are being changed by technological innovations that more and more companies are either starting or enlarging tuition aid plans to encourage their employees to return to school for the new knowledge they need to perform at peak efficiency."

It does not appear, however, that management knows how to motivate workers to participate in their plans, nor have they received any imaginative assistance from the school system. The NICB report tells us that "all but 13 companies" want more employees participating in their plans. The publicity outlets used to encourage greater participation include special booklets, recruitment brochures, letters, bulletin board notices, employee publications, meetings and recognition awards. Efforts are made to win the support of supervisors in promoting the plans. All this to produce a 4.4 percent utilization of the plans.

Using The Union Organization As A Delivery System

The one missing ingredient has, up to now, been the lack of union participation in the development and promotion of these plans. The union can be a powerful motivating force, its shop organization an effective vehicle, and its organizing expertise a necessary ingredient for cooperation among companies, local, state and federal education agencies and schools. In cooperation with management the social and political weight of unions can be applied to legislation and finances.

In the past, corporations have instituted tuition aid plans unilaterally, with unnecessarily restrictive clauses, and in many cases to enhance their public relations image. Few have built their plan into a consistent system of education for career development.

Workers have not responded to the educational opportunities available to them for many reasons. For the most part, they are unaware of the existence of these opportunities, despite the public relations activities of many corporations. Secondly, these plans have only recently been extended to the blue collar worker whose needs have become so clearly urgent in our time.

Adult workers are diffident in applying for educational opportunity. Supervisors are not concerned about educating men out of a specific job assignment. Without effective counseling, workers do not know where to start in terms of their long-range educational needs or aspirations. The school system has made little or no adjustment to their special needs in terms of physical location of courses, schedule of hours--what is available for second shift workers, for example?--rigidity of curriculum, prerequisites, examinations and other class-based mores which are at times contrary to the needs of workers.

One union, the IUE, has tried to inform its members about the educational benefits in their collective bargaining agreements and to assist them to participate in available programs. Already there are indications that there will be greater educational activity among IUE members.

Union-Industry Education And Training Funds

The second category of educational demands is the proposal for the establishment of a union-company or industry education and training fund. Both the UAW and the IUE asked GM to allocate one-fourth of a cent per hour to be placed in an education and training fund. A similar proposal was considered but not actively presented by the powerful USWA to the steel industry. The UAW states: "Neither the worker nor his child should have to regard factory work as a dead end; and working in a General Motors plant should not foreclose an employee's future or that of his children." It suggested that a part of these funds be used to finance the UAW family education center at Black Lake.[11] The IUE at GM and at the GE negotiating table wanted the fund for innovative experiments in labor, vocational and general education which would benefit the worker and his family. The IUE proposed that one use of the fund might be to serve as a stimulant to experimentation with ways to help workers reach out for the larger millions lying fallow in the tuition refund provisions. It was proposed to combine the fund with other resources, both public and private, to even further enhance workers' opportunities in the field of education.

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[11] Education and Training Proposal UAW-GM 1969, unpublished.

While these proposals were not considered acceptable by such occasionally forward-looking companies as GE and GM, they were found acceptable by a number of private and public employers when presented by the unions in their respective jurisdictions. Local 3 of the International Brotherhood of Electrical Workers, Local 1199 of the Drug and Hospital Workers, Local 122 Hodcarriers, are among those who in addition to District 37 of the State, County and Municipal Employees (AFSCME) have negotiated an education and training fund.

"The City Wide Training Fund" which was established in accordance with New York City contracts with several locals of District Council 37 AFSCME is intended to provide training opportunities that will help employees to improve their performance in their current job as well as prepare them for career advancement. Twenty-five dollars per employee were allocated to this fund over the life of the three-year contract. As a result of the educational efforts made by District Council 37 stimulated by this fund, some 1,400 members of the Council are enrolled in GED courses alone. Technical and vocational courses enroll thousands more and a new college refund program is being offered for 1973. The union appears to be gearing up to participate actively in open university and external degree programs and has declared its intention of bringing to its members the fruits of new educational technology, including TV, cassettes, programmed instructions and other self-teaching devices.

An Exciting Prospect

It is startling that our formal school system, the adult educators, colleges and universities, too often preoccupied with seeking out foundations, government and private funds, have made no serious effort to tap these readily available resources. Corporations have failed to make their offer of educational opportunity a substantial reality, principally because of a lack of organization and a misguided emphasis upon "self-interest" limitations. The worker himself is largely unaware of the opportunities, reticent to apply, distrustful, and fearful of rejection. The formal school system is lacking in innovative approaches and appears to him to have little concern for his work scheduling and family situations.

American unions pressed by new technology, the changing character of the work force, the introduction of minority groups and the hard-core unemployed, recognize the direct relationship of education to income. They have brought the issue to collective bargaining tables.

Paid Educational Leave

Similar pressures have brought another educational demand to the collective bargaining table and, in some countries, to the legislative halls as well. The demand for paid educational leave, while it has tentatively and occasionally been raised in the U.S., has achieved a more prominent status in European labor negotiations and legislative effort by unions. The ILO meeting of experts on paid educational leave, organized by the Workers Education Branch in January 1972, helped develop an interesting and useful report on this subject for the 1973 sessions of the International Labour Conference.[12] Substantial attention has been directed to the issue of paid educational leave by the ILO since 1965 and it has become a high priority item of the Workers Education Branch. Essentially the ILO conference advocated "the access of workers to various types of paid educational leave, as distinct from holidays with pay for recreational purposes, in order to give them the opportunity and incentive to acquire the further education and training which they need to carry out their duties at the workplace and to assume their responsibilities as members of the community."

The ILO report informs us that under collective agreements in Belgium between workers' organizations and management representatives, paid leave is provided for workers under 21 for vocational training. In France, in July 1970, a national inter-occupational agreement was negotiated between the National Council of French Employers, the General Confederation of Small and Medium Sized Undertakings and all the major workers' organizations. Some 10 million workers are thereby afforded opportunities for training at the skilled and unskilled level. In Italy, several of the more important collective agreements in the chemical, pharmaceutical, metal, rubber, petroleum, graphics, paper, plastic and glass industries provide arrangements for both vocational and general education.

In England, some four million workers, under formal and informal arrangements, are entitled to some type of paid leave. These are sometimes narrowly job oriented and limited with respect to age. Some grants include full fees, salary, travelling expenses and subsistence; others have fixed weekly or monthly amounts. Some grants vary according to whether they are made for "sandwich" courses, block release or day release. But for over 1.5 million workers, the leave provisions are fairly comprehensive. In Sweden, collective agreements in the private sector normally provide that the employer must pay a trainee his full salary while on study leave. But this provision is limited to educational activities desired by the employer and the decision is the prerogative of management.

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[12] Paid Educational Leave, Report No. 6 (Geneva: International Labour Office, 1972).

In Latin America, several different types of conditions govern collective agreements with regard to paid educational leave, primarily but not exclusively for vocational and technical training.

The ILO report contains many additional examples of collective agreements and details a considerable variety of provisions. I would like to call attention here to the fact that in France, Belgium, the Federal Republic of Germany, Algeria, Austria, Poland, the USSR and other countries, national legislation exists providing some variety of paid educational leave. Perhaps the Act adopted in Berlin in 1970 is illustrative of the more liberal interpretation of the purposes for which workers can request paid educational leave. The Act provides for release during working hours of workers under 21 years of age to follow recognized courses to further social or political education. Leave with pay can be claimed for up to a maximum of ten days per year. The leave is granted if the courses are organized by recognized bodies concerned with youth and adult education, including public education facilities, democratic political parties or workers' and employers' organizations.

Trade Union Studies

A significant area of educational opportunity of immediate concern to labor and to enlightened management and government has been mainly neglected by the formal school system and by most public and private educational plans for meeting the workers' needs. This increasingly important area is trade union studies.

Very few of the millions of new workers who entered the labor movement since the last significant wave of union organization, in the 1930's and 1940's, know anything about the social, economic, and political developments leading to the situation in which they find themselves today. Unionists need to learn the practice of unionism, the meaning of industrial democracy, and the ability to perform in a participating democracy. They need to know parliamentary procedure, union administration, and grievance procedure. Union leaders need to learn how to communicate imaginatively with the rank and file. They must learn how to compete with television, so that members will be motivated to attend meetings, serve on committees, and understand the union's position on inflation, civil rights, and legislative programs.

Some 24 universities have labor education services which are struggling with small staffs and smaller budgets to provide education to union members and staff. Yet there is little research in the field of labor studies.

Surely management, perhaps even more than other segments of American society, should recognize the necessity for labor education. Yet it has shown little acceptance of the need to educate union members to perform their union tasks.

In Europe, according to the ILO report, the introduction of educational courses in labor for trade unionists is itself of recent origin. Thus there is little legislation providing opportunities for such study although trade unions in a growing number of countries have been encouraging the introduction of such legislation.

European unions have fared better at the collective bargaining table in a variety of countries through formal and informal arrangements. In the Federal Republic of Germany, 118 collective agreements covering some 2.6 million workers provide some form of paid or unpaid leave for educational purposes, including vocational training and workers education. Under one-third of these agreements, leave for trade union training is available to all categories of workers. In England, it appears that some three million persons are eligible for some form of trade union studies.

It is not possible at this time, unfortunately, to discuss the nature and extent of participation by workers in these European legislative or collective bargaining opportunities. This would certainly seem to be a priority area for research for those concerned with recurrent education.

Financing Union Education Programs

Organized labor's efforts to provide educational opportunities for workers have generally been overwhelmed by the financial drain on its resources. Some unions are spending considerable sums on their educational programs.

The International Typographical Union has tried desperately to upgrade the skills of its members.[13] The ITU "new processes" program is a great effort, costly to the union, but it has had some impact in maintaining the skills of its members.

The Plumbers and Pipe Fitters' Union began an extensive training program in 1955 designed to improve the skills of its membership.[14] Other unions in one way or another attempt to meet the vast need for training and retraining opportunities for their constituency; yet, the total sum involved is woefully inadequate to the task.

The UAW alone spends at least $700,000 annually on a per capita allocation on its education programs, and its local unions spend an even greater sum.[15] Another international union, the Communications Workers of America, estimates its budget for education at $240,000.

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[13] Rennard Davis, "Retraining the Unemployed: Skill Improvement Training for Electricians and Plumbers," Monthly Labor Review 84 (October 1961): 1074-80.

[14] David E. Christian, "An Assessment of Apprenticeship," Monthly Labor Review 87 (June 1964): 626-29.

Unions provide $1.4 million annually for college scholarship programs, but few scholarships are for adult workers.[16]

Educational Opportunity At The Bargaining Table

The accumulated total of all U.S. trade union expenditures on education for the 20 years since World War II would not equal the sum that could be raised in one year by two cents an hour negotiated at the bargaining table. For instance, in the 57 years from 1908 to 1965, the International Typographical Union spent $1,937,465 on educational work for apprentices.[17] In one year, the ITU on two cents an hour could raise almost five times that sum.

Could industries adopt an across-the-board two cents an hour? There are many which could well afford it. The USWA in one year could develop a fund of approximately $40 million; the UAW, $50 million; the IUE, $11 million; the IBEW, $33 million; the Machinists, $33 million; and the Carpenters, $31 million.

Unions Could Support Educational Experimentation

Union-negotiated educational funds might be used to provide educational opportunities at all levels, from basic literacy to the Ph.D., for workers and their families. Education itself is moving into new areas and unions should be in the forefront of those pressing for new methods and programs. Unions could support experimental programs which the formal school system is reluctant to accept or slow in adopting. They could help attract thousands, if not millions, back into the educational arena and develop imaginative financial incentives, including released-time, work-study, vacation-study, and travel-study programs which are currently so difficult to incorporate into the U.S. educational pattern. One has but to think of the influence of the Ford Foundation and other private foundations in urban and international studies, to get some idea as to what these funds derived from collective bargaining could accomplish.[18]

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15. U. S. Senate 87:2, Daniel S. Bedell, Prepared Statement.

16. "Union Education Aid Totals $1.4 Million," AFL-CIO News (October 22, 1966).

17. Annual Reports of Officers and Proceedings of 107th Convention, ITU, Washington, D.C., August 14-20, 1965, p. 325.

18. Martin Mayer, "Washington's Grant to the Ford Foundation," New York Times Magazine (November 13, 1966): 58, 150.

It is true that union leadership itself is only gingerly entering the arena of collective bargaining and education. What are now relatively unknown provisions tucked away in the recesses of negotiating packages or matters discussed at international conferences by a small group of forward-looking labor representatives may have a latent potential that could cause a revolution in the educational system of industrialized and developing countries.

Impact of trade union education efforts on recurrent education

RUSSELL ALLEN

American unions have traditionally supported public education at all levels--beginning with advocacy of free public schools in the early 19th Century--as a means of achieving full citizenship for their members; later came the realization that an increasingly credential-oriented society, opportunities were rationed in large part by access to education. In more recent years, the impulse has been one of survival in a period of rapid technological change accompanied by skill and even occupational obsolescence.

It was consistent and understandable, therefore, that in the 1960's the unions advocated an "active manpower training policy" as a supplement to fiscal and monetary policies to achieve full employment. Thus, beginning with the depressed areas legislation and continuing through the vocational and manpower acts, the unions have stood for a large public role, especially a large federal role, since the state boundaries are artificial in economic, if not political, terms.

The unions have not yet, however, advocated anything as sweeping as the "educational bank" through which all individuals would have a right to so many units of postsecondary education. The exception has been the various "GI Bills" providing educational benefits to returning servicemen. The emphasis instead has been on federal aid to higher education institutions and to scholarship and loan programs, though with little emphasis on the latter.

Thus, American unions have supported piece-meal legislative programs that fall within the purview of recurrent education but have not yet addressed the general question of a total system of recurrent education.

This paper discusses the relationship of recurrent education to trade union education efforts, very much in terms of the American scene. Since the education structures and relationships between universities and unions--not to mention the economic systems and ideological bent--are obviously quite different among countries, what may loom as major problems here may be readily soluble in other national environments. However, from the labor education perspective in the United States, the close ties between union and university education are of major importance to better educational opportunities.

Labor Education

Workers' (or labor) education in this country is defined as those educational activities undertaken by unions and universities having the aim of improving the skills and understanding of trade union activists in subjects related directly to their union functions and goals. Since the union social, economic, and political program is broad in scope, however, these labor education programs frequently range into social and economic policy issues, as well as collective bargaining concerns.[1]

This definition of workers education does not include vocational education, even where the union is a partner in the educational program, nor does it include the general education of the membership, though here again unions have acted as facilitators in helping members achieve fundamental education and in some cases high school equivalency. The American unions have not seen it as their function in their education programs to provide their leaders or members with means to remedy deficiencies in general education.

A system of recurrent education, however defined, is tangential to labor education. Labor education is a form of recurrent education --limited to the training and education of a cadre of secondary labor leaders. It reaches only a very small number of union rank-and-file who presumably would be the candidates for any widespread recurrent education system.

The greatest impact on recurrent education might come if a financing mechanism is created that provides a universality of educational benefits and defines labor education as compensable under the financial provision. While labor education facilities would be hard pressed to meet any large new demand under such financing, the pattern has already been set and provision could be made by great expansion of both union and university programs along the lines already laid down.

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1. For the most current, comprehensive treatment of this subject, see Lawrence Rogin and Marjorie Rachlin, Survey of Adult Education Opportunity for Labor: Labor Education in the United States (Washington, D.C.: U.S. Office of Education, Education Resources Information System, 1968).

The already-close liaison between union and university labor education is a positive factor in the American situation. Some 30 universities--mostly publicly-supported state universities--have at present time year-round extension programs for labor education. These programs are generally well-staffed and much of the union education work in the U.S.--I would judge most of it--is done in conjunction with these university labor education centers. University staff and materials as well as physical facilities are used. In fact, most unions would find it difficult to conduct their education programs at all without at least supportive services from universities.

A mechanism already exists for a system of recurrent education that permits trade unionists to return to school for varying periods of time to pursue a program of "labor studies" rather than taking the traditional academic curriculum. This opportunity is enhanced when the university also has a program of labor studies in either its undergraduate or graduate offerings, although the number of universities having such programs is much smaller than the number having labor extension programs.

One feature of such labor studies program should be some orientation away from the "tool subjects" which form the core of most university labor education courses. On the other hand, the program would end up being less academic than the normal student programs. It would almost certainly have a more vocational cast to it, although it would be vocational not in the sense of specific job or skill training but in terms of preparation for a career as a union official or as a labor functionary in a community or governmental agency.

The advantages of a broader based recurrent education of this sort for trade unionists are obvious. But particularly in the field of labor studies, some work and organizational experience of both work and organizations is essential to understanding. The self-selection of students into these programs meets the problems of low-motivation and of muddled career objectives and expectations.

Vocational-Technical Education

As mentioned above, unions have supported vocational-technical education in varied legislation and have an immediate interest in its extension for reasons of both job security and upward mobility. Unions have sponsored their own training programs in some instances under the manpower acts. This aspect of recurrent education, therefore, is not new and its mechanisms are well established. Provided it can be offered on a part-time basis, without breaking the employment nexus, it poses no apparent difficulties.

What does raise problems, however, is employer financing or released-time if the purpose of the training is to make the individual more employable generally. A laudable social purpose may be less than gratifying to a particular employer under these circumstances. The test of "job-relatedness" that is usually applied in such schemes may be the reverse of what is needed in a thorough-going system of recurrent education. When a worker is seeking a new career, job unrelatedness may be the correct prescription.

New Directions

Any consideration of recurrent education must take account of recent changes in the educational level of workers as well as stirrings within the academic community itself. Some changes seem to be creating a favorable environment for a break-through in further education.

To begin with, there has been a dramatic increase in the educational attainment of the civilian labor force since World War II,[2] as the following table shows:

Table 1. Educational Attainment of the Civilian Labor Force, 1940-1972.

	Percent completing 4 years of high school or more	Percent completing 4 years of college or more	Percent with some college (1 to 3 yrs.)
April 1940	32.0%	5.7%	
October 1952	44.5%	8.1%	
March 1962	54.9%	11.1%	
March 1972	69.2%	14.1%	14.0%

(18 to 64 years of age in each case)

Almost 70 percent of those in the labor force in 1972 had completed high school and 28 percent had some college. These figures, coupled with the changing age and occupational structure of union membership, suggest that a growing proportion of unionists have already had 12 years or more of formal education.

There are some public policy declarations in the 1972 Amendments to the Higher Education Act of 1965 that show uneasiness with present forms and indicate a desire for at least some modest experimentation. Among the stated purposes of the Amendments were these:

> encouraging the reform, innovation, and improvement of postsecondary education, and providing equal educational opportunity for all;
>
> the creation of institutions and programs involving new paths to career and professional training, and new

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[2] William V. Deutermann, "Educational Attainment of Workers, March 1972," Monthly Labor Review 95 (November 1972): 38.

> combinations of academic and experimental learning...;
>
> the introduction of institutional reforms designed to expand individual opportunities for entering and reentering institutions and pursuing programs of study tailored to individual needs...; and
>
> the creation of new institutions and programs for examining and awarding credentials to individuals, and the introduction of reforms in current educational practices related thereto.[3]

Even applying a generous discount to the customary Congressional pieties, these declarations of purpose show concern with the efficacy of the present educational system. In the future Congress may well be more receptive to more dramatic proposals.

Within the universities themselves, there are rumblings of discontent--and not all from students. One manifestation is the growth of the "external degree"[4] through the State University of New York, the University Without Walls sponsored by the Union of Experimenting Colleges and Universities, and many others. This is not new; it has been done by the University of London for over 100 years. The Open University in Britain is a prime example of adaptation to the needs of adults alongside the traditional higher education system.

Although its dimensions are undetermined, there is a latent demand for release from "The space/time/place/course sequence/credit framework usually characteristic of an educational institution."[5]

Union members, officers, and staff are caught up to some extent in the demand for credit for labor studies. In part, this stems from the credit pressure of the society; it is also a response to the accreditation of similar programs for businessmen and white-collar types. More and more union members are taking part-time college-credit courses in other subjects and see no reason why they should not also receive credit for their labor studies course.

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3. Public Law 92-318 (June 23, 1972): 93.

4. John A. Valentine, "Higher Education: Has It Found a Better Idea?" The Conference Board Record 10 (February 1973): 61.

5. Report of the Commission on Non-Traditional Study, Diversity by Design (Washington, D.C.: Jossey Bass, January 1973): 11, Section I.

All of this runs counter to the historical currents of labor education, which was based on the cooperative rather than the competitive ethic. Overemphasis on credit programs can warp labor education programs and lead to an elitist psychology.

The Auto Workers have worked out Associate Degree programs with community colleges; the Operating Engineers have a dual enrollment system under which apprentices receive college credit (and an Associate Degree) for their classroom training. Empire State College of the State University of New York and Cornell University's School of Industrial and Labor Relations have started Associate Degree programs for unionists. Rutgers has had a labor studies credit program for some years, partly but not exclusively for unionists.

For the most part, these programs have been fairly traditional since most work is structured through the classroom. I know of no systematic effort to provide for external degrees. The AFL-CIO Labor Studies Center is seeking a national mechanism to provide college-credit programs leading to the baccalaureate degree for full-time union staff and officers. Work taken at the Center itself would form the focus of an individual's study but most work would be done in the home community through an advising team, using available educational resources. Formal classroom work is not necessary unless required by the study plan.

What the demand will be for this type of program is uncertain, but preliminary soundings indicate that there is a good deal of interest. The program represents a second chance for unionists who plunged into work without ever having college as a realistic, full-time alternative. Many of them have functioned in responsible jobs and have moved up to leadership in the union hierarchy. Since they do not have financial credits "in the bank," they will have to carry a large share of the cost themselves. But the financial cost is small compared to the cost in time, energy, and sheer endurance that they will have to pay to complete such a program. Serious experimentation should be done on this external degree program to help find workable solutions to the problems it poses.

Financing: A Critical Problem

If every individual is to have an opportunity, say, for two years of postsecondary education in an educational bank, the problem of financing must be resolved. Labor-management agreements on educational leave and tuition refunds deal inadequately with the problem of recurrent education. They are completely dependent on the accident of the locus of employment--the larger firms and the stronger unions. In addition, they do not provide for subsistence payments: educational leave--for blue-collar workers at least--merely provides for re-employment rights.

Realistically, workers cannot contemplate a year or more without income--or even with limited income from part-time employment. Not, at least, if one is talking about full-time study. The only precedent in this country on any scale for payment of both tuition and subsistence is the "GI Bill" for educational benefits for ex-servicemen. Similar approaches have to be considered if recurrent education is to be made available to workers on a substantial basis.

The GI bills have been financed from general tax revenues. That may not be politically feasible for a system which would include not only servicemen but anyone who wants the opportunity since such a commitment would be essentially open-ended with no way of calculating its cost for any given year.

A social security approach has been suggested with a trade-off between educational benefits and pension and unemployment payments. Such a scheme has much to recommend it. However, safeguards on pension reductions are needed. There is a precedent in manpower training programs for setting subsistence payments equal to unemployment benefits.[6] Heads of families with three years of labor experience could qualify for up to a year of training allowances equal to the average unemployment benefits in their states.

Use of the unemployment compensation mechanism seems to offer the most promising funding vehicle for recurrent education. Some changes would have to be made so that individual employers were not penalized under the prevalent "merit rating" provisions that tie any employer's tax to his own employment experience. The duration of benefits--typically 26 weeks--would have to be increased, and limited supplementary earnings should be permitted. Special arrangements would have to be made for that relatively small group not under unemployment compensation. Through this device, the individual would "pay" for educational benefits through his years of labor. It would remain to be seen what level of payroll taxation would be necessary to finance the scheme.

Without a clear-cut financing device, it is doubtful that tax funds will be voted out of general revenues on a continuing basis. The experience with manpower training should be instructive. When full federal financing expired, state programs lagged although matching federal funds were available. This was true even though, using only the narrow calculus of cost-benefit analysis, the programs were generally efficient.[7]

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[6] Mangum Garth, MDTA: Foundation of Federal Manpower Policy (Baltimore: Johns Hopkins Press, 1968), p. 19.

[7] *Ibid*., p. 125 *passim*.

This is not to say that federal, or even state, expenditure for postsecondary education is pressing the upper limits in this country. In 1971, the federal government spent $4 billion on higher education; in fiscal year 1973, the authorization of Congress was for $7.4 billion, or 3 percent of the total budget. For the states, the national average per capita appropriation of state funds for higher education was $37.85 or 0.8 percent of per capita income.[8]

Nevertheless, there is strong resistance to tax increases at all levels; therefore, it would be better to rely on a certain and specific mechanism such as unemployment compensation than on general revenues.

Conclusion

Recurrent education, while not new, offers new opportunities if utilized through a system that makes it realistically available to many individuals. If labor studies can become a part of that system, both unions and universities can greatly expand their present labor education offerings. The way labor education develops within recurrent education will be very much a function of the public policies adopted. This development will not happen, however, unless a dependable financial mechanism is worked out.

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8. John Sessions and Alan Oster, "College Costs Squeeze the Worker Out," The American Federationist (AFL-CIO) 79 (November 1972): 23. The authors used U.S. Office of Education figures.

labor market improvement and economic trade-offs

CHARLES C. HOLT

The prospect of "recurrent education" raises many new questions on how work experience complements formal education. Unfortunately the work side of the relationship cannot be taken for granted. What aggregate economic policies should be pursued to influence general economic conditions, and how these conditions influence labor markets and interact with governmental manpower and educational programs are vital questions that need to be analyzed jointly. This paper concerns the compliment to the educational side of recurring education, recurrent work.

Inflation And Unemployment

Lord Keynes developed an analysis for understanding the unemployment problem of the 1930's and prescribed a solution in terms of regulating aggregate demand with monetary and fiscal policy. As a result, the gross business cycle has become a problem of the past. Unfortunately the two major economic aggregates, inflation and unemployment, are perversely linked so that efforts to reduce unemployment tend, with a lag, to stimulate wage and price inflation. Either problem alone could easily be resolved but in some countries no aggregate demand policy exists that would successfully resolve both. A compromise is the best policy, but it may be far from satisfactory, depending on the inflation-unemployment trade-off prevailing in the country at the time. For example, figure 1 gives Erich Spitaller's[1] estimates of the trade-off for 17 countries. This and other work indicates that the U.S. and Canada must cope with much more adverse Phillips curves[2] than most European countries. However, increasingly severe European inflation problems in recent years may indicate worsening trade-offs there. The long lag in the inflation response can make the regulation of aggregate demand a complex dynamic control problem. The effect of such lags can be seen in figure 2[3] which shows the recent inflation-unemployment history of the U.S. and an estimate of its long run trade-off relation based on data through 1969. For the U.S., the best that aggregate demand policies can achieve with tolerable inflation still leaves an unacceptably high level of unemployment, and with it a high degree of dispersion of unemployment rates between different groups of workers,[4] a similarly high dispersion of earnings, and low rates of worker upgrading.

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Improving the inflation-unemployment trade-off requires structural changes in the economy through one or more of the following policies: dynamically directing the composition of demand toward relatively slack industries and regions, reducing the market power of unions and employers through union and antitrust policies, reducing the inflationary exercise of those powers through incomes policies, restraining inflation through direct taxation of wage and

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[1] See Erich Spitaller, "Prices and Unemployment in Selected Industrial Countries," International Monetary Fund Staff Papers 18 (November 1971): 528-569. Estimates of Phillips curves for Japan, U.S., and U.K., using the same labor market specification, are presented in C. Duncan MacRae, Stuart O. Schweitzer, and Charles C. Holt, "Job Search, Labor Turnover, and the Phillips Curve: An International Comparison," in American Statistical Association, 1970 Proceedings, Business and Economic Statistics Section (Washington, D.C.: American Statistical Association, 1971), pp. 560-564.

[2] Named for British economist A. W. Phillips, who first quantified the relationship between inflation and unemployment overtime.

[3] The inflation rate is measured as the percentage increase in the GNP deflator over the agerage of the previous year and the unemployment rate is the annual average percent of the civilian labor force not employed. A full discussion of this figure and broad policy implications is given in Charles C. Holt, C. Duncan MacRae, Stuart O. Schweitzer, and Ralph E. Smith, The Unemployment-Inflation Dilemma: A Manpower Solution (Washington, D.C.: The Urban Institute, 1971).

[4] For example, a 4.5 percent national unemployment rate for the U.S. carries with it a 31 percent unemployment rate for black teenage girls.

STEADY STATE RELATION BETWEEN INFLATION AND UNEMPLOYMENT

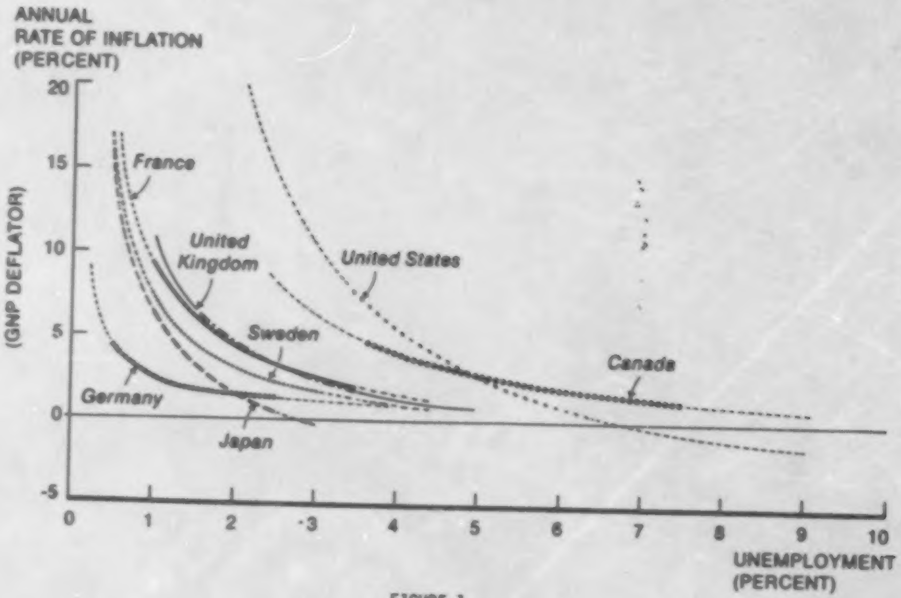

FIGURE 1

LONG-RUN INFLATION—UNEMPLOYMENT TRADE-OFF 1954-1969*

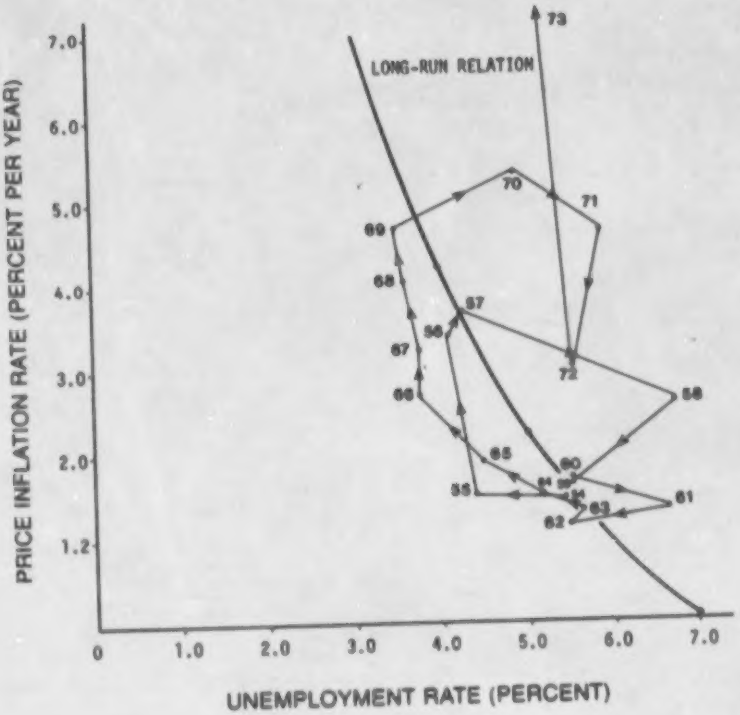

FIGURE 2

*The 1973 figures for the unemployment rate and price inflation are based on the first two quarters of 1973.

price increases, and/or improving the operation of the labor market so both unemployment and inflation are reduced. Unfortunately, the relative efficacy of such policies is not well understood, and may involve one or more of the following: severe political problems, long-term efforts, high costs, and economic inefficiency.

Whether or not this problem is solved will have an important influence on the economic environment in which recurrent education operates. Improving the operation of the labor market is one of the more promising solutions. Recurrent education could contribute toward that solution as well as benefiting from it. Before considering this issue of interdependency, we need to look at the labor markets themselves.

The Operation Of The Labor Market

A great deal of progress has been made in recent years in developing and testing the job search turnover theory of the labor market and its relation to the inflation process. Although there is still substantial disagreement on the quantitative magnitudes involved, an important consensus is developing among economists on the essential processes that are involved.

It is necessary to discard the simple static conception of the labor market in which the demand for goods and services directly determines the labor that will be employed, leaving the balance of the labor force unemployed. This implies that two kinds of people are in the labor market, the employed and the unemployed. Of course, an increase in aggregate demand is indicated when unemployment is below the best trade-off point on the Phillips curve. But a more refined analysis is needed that takes into account changes in labor participation, productivity, and population. When we find that increases in demand lead to excessive inflation, the above static picture of the labor market offers no useful insights as to what other policies might help to reduce unemployment without causing inflation.

A much more accurate and useful picture of the labor market stresses its dynamic character. There are large flows of people making transitions continually between family pursuits, unemployment, and work. "Unemployment" does not describe a type of person, but rather designates a state lasting weeks or months through which large numbers of people pass. Then the direct determinants of the stock of temporarily unemployed people are seen as the quit and layoff rates which determine employment turnover, the search time required to land new jobs, the withdrawal rate of discouraged workers who abandon further job search, and finally the rate at which people leave family pursuits for job search. The duration of search to find a job is, of course, influenced by the number of available job vacancies which in turn is influenced by aggregate demand, but many of the other flows into and out of unemployment also are influenced by the level of vacancies.

Increased economic demand has an impact on reducing unemployment. However, institutional and motivational factors also lead workers to change their probabilities of making various labor market transitions. These in turn can change the unemployment rate even though demand remains constant.

The operation of labor markets is further complicated by their inherent segmentation by geography, occupation, race, sex, age, union seniority, and licensing. Of course, workers can make transitions between segments by moving, training, job restructuring, and the lowering of barriers.

The various flow rates and search times between jobs differ between different segments of the labor market. Welders may find jobs quickly in some regions and slowly in others. Within a single area, bookkeepers may have abundant opportunities, but there may be a glut of school teachers. Six months later all of these situations may be reversed.

In general, the numbers of workers and jobs in the various segments and the number of workers in various states of fulfillment or frustration motivate workers to enter the labor force, leave it, accept jobs, or quit them. These, in turn, affect the motivations of employers to create vacancies, make job offers and lay off workers. Interactions between employers, workers and unions determine changes in earnings and labor costs.

From this complex labor market process, an equilibrium pattern of employment, unemployment, labor participation, and wage rates tends to establish and maintain itself. Some groups of workers end up with high unemployment rates and others with low. In the U.S., the former groups are made up generally of workers who are young, black, female, and low-paid. The differences in unemployment rates are largely accounted for by differences in turnover rates rather than differences in job search times.

On the other side, changes in aggregate demand change the levels of vacancies in the various segments and, in turn, change job search times and unemployment rates. As aggregate demand increases, the vacancy-unemployment ratios rise in the various market segments. Pressures to increase wages and reduce hiring standards are thereby generated. Simultaneously, prices increase. The resulting price and wage advances interact to mutually support each other so that the levels of wages and prices are inflated and produce arbitrary transfers of income and wealth in the economy. The collective market power of unions and employers, of course, influence these atomistic adjustment processes.

If the resultant inflationary rate is too high for governmental authorities, actions are likely to be taken to reduce aggregate demand. This occurs even though many workers are still in overcrowded labor market segments with low wages and high unemployment. At the same time, segments of the labor and product markets that are very tight generate inflation throughout the economy through diffuse wage and price interactions. Thus, the reduction in aggregate demand which is undertaken to restrain inflation tends to occur long before prosperity has reached the most handicapped segments.

Barriers between segments often limit the search for a new job. Friends and relatives can tell of local job opportunities, but use of such channels by employers and workers helps to maintain highly segmented markets and long search times.

The inequities and production losses which result from an inefficient and segmented labor market can impose intolerable burdens on a society. The flux and uncertainty that characterizes labor markets put an undue premium on the worker's knowledge of market opportunities, and his ability and willingness to search, change occupations, and move. Employers may think the rigidities of a highly segmented labor market serve usefully to block the "escape" of their workers. On the other hand, workers seeking to increase job security and advancement support the erection of barriers in the form of union seniority, credential requirements, discrimination, etc. Unfortunately such segmented barriers contribute to unemployment, and the inefficiency of the market as a whole. The recognition of these problems has led to recommendations for governmental intervention.[5]

Manpower Programs And Policies

If the classical justification for a laissez-faire system--that social optimality of the decisions made by workers, consumers, and businessmen in their individual self-interests--were true for workers, there would be no case for such intervention.

However, it is well known that worker decisions do not necessarily achieve the social optimum of freedom and self-interest. A strong case can be made for social intervention when: (1) all the costs or benefits of the action in question do not fall exclusively on the decision maker, (2) social welfare would be increased by redistributing income, (3) markets for credit discriminate against investments in human capital because it cannot be used as collateral, or (4) the combination of high risk and risk aversion at the individual level lead to less than the social optimum investment in human capital.[6]

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[5] For earlier work urging extensive manpower programs, see G. Rehn, "Trends and Perspectives in Manpower Policy," in M. S. Gordon, ed., Poverty in America (San Francisco: Chandler, 1965); and Manpower and Social Affairs Committee, Adult Training as an Instrument of Active Manpower Policy (Paris: Organisation for Economic Cooperation and Development, June 15, 1971).

The external benefits from education have long been widely understood and used to justify the social support of education. The other points have been considered mostly by economists, but the applicability of all of these to the manpower area has been increasingly understood and used to justify governmental intervention. Because of the similarities and interrelations between manpower programs and recurrent education, the above points also can serve to justify governmental responsibilities in the latter area as well.

The historic pursuit of human fulfillment and democratic values supplies at least part of the motivation for social intervention, but it has been and will continue to be difficult to supply fully adequate hard-nosed justifications for such programs and policies. Subtle conflicts are bound to occur as bureaucratic agencies try to contribute to the liberation and development of individual workers. Some mix of public and private decision-making is needed.

Making a case for governmental intervention to increase workers' job options is relatively easy. Manpower and educational programs are widely deemed socially valuable. The hard question is determining the appropriate extent of the programs. C. Duncan MacRae, Stuart O. Schweitzer, Ralph E. Smith and I have made a preliminary analysis[7] of this issue for American manpower and have reached the conclusion that a very substantial expansion of manpower programs is needed to improve the trade-off between inflation and unemployment in the United States. As indicated previously, the unemployment rate depends importantly on the behavior of most workers and employers involved in large turnovers rather than the behavior of a small group of chronically unemployed. Thus, a very extensive program is required to shorten the placement process and extend employment duration. The costs of that program would be high but the benefits great. Several European countries, most notably Sweden, have more fully developed manpower programs,

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6. Burton A. Weisbrod, "Benefits of Manpower Programs: Theoretical and Methodological Issues," in Gerald C. Somers and W. D. Wood, eds., Cost-Benefit Analysis of Manpower Policies: Proceedings of a Non-American Conference (Kingston, Ontario: Queen's University Press, 1969).

7. C. C. Holt, C. D. MacRae, S. O. Schweitzer, and R. E. Smith, Manpower Programs to Reduce Inflation and Unemployment: Manpower Lyrics for Macro Music, Paper 350-28 (Washington, D.C.: The Urban Institute, December 1971). Robert Hall has made judgmental estimates of program impacts which are less optimistic than our largely econometrically-based estimates. See Robert Hall, "Prospects for Shifting the Phillips Curve through Manpower Policy," Brookings Papers on Economic Activity 3 (1971): 659-701.

and that may partially explain their superior inflation-unemployment trade-off relations compared to the U.S.

Unfortunately, our knowledge of the complex labor market described above is still inadequate to make valid estimates of costs and benefits. But we estimated that an increased expenditure of $14 billion on manpower programs in the U.S. would enable an increase in GNP of $30 billion.

I would like to summarize the particular manpower program and policy recommendations my colleagues and I believe are needed by the U.S. These recommendations cover four broad program areas: job matching services to speed placements and reduce turnover; vocational counseling and employment opportunities for youth to reduce their high turnover and increase subsequent productivity; and training and job restructuring to reduce inflationary labor shortages and pockets of high unemployment. Research is needed, however, to determine how to effectively implement these proposals and reduce institutional barriers in the labor market that contribute to unemployment and inflation.

Matching Workers, Jobs, And Manpower Services

There is a great potential for improvement in bringing together workers, employers, and employment-related services. We recommend that the federal-state Employment Service be restructured so that each office will assign staff counselors and interviewers to serve the specific needs of workers and employers (IV-a).[8] To help motivate and guide the staff to make matches to best reduce inflation and unemployment while giving special consideration to workers and employers, we recommend the use of incentive formulas suggested by labor market theory (IV-b). In particular, quality of placement, measured in terms of job tenure, should be stressed to reduce turnover.

To improve private agencies, we recommend that fee splitting, standards, and so forth, be established so public and private agencies can cooperate in a flexible nationwide placement system (IV-c).

We recommend the urgent development and installation of a nationwide computerized man-machine system for matching workers, jobs, and services (IV-d). The system should incorporate behavioral relationships to help predict which of the astronomic number of possible matches hold the greatest promise of both worker satisfaction and productivity.

We recommend upgrading and expanding the staff of the Employment Service and establishing salaries to attract and retain well-qualified professionals (IV-e).

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8. The numbers and letters associated with each recommendation correspond to the recommendation numbers in C. C. Holt et al., Manpower Lyrics for Macro Music, where the detailed proposals and their analyses are presented.

We recommend that the federal government take the lead in organizing, funding, and coordinating the nation's public-private employment service system to triple its present capacity (IV-f).

Reducing The High Unemployment Of Young People

Certain groups, including youth, blacks, women, and the disadvantaged, suffer relatively high unemployment rates. Reducing the unemployment problems of youth contributes to solving the labor market problems of other groups, and getting youth off to a good vocational start can produce lifetime benefits. For both teenagers and blacks, more emphasis needs to be placed on preparation for lasting and valuable jobs and less on short-term placements. Their high unemployment is due largely to high turnover, not prolonged job search.

We recommend that existing vocational education and manpower programs serving youth, such as the Neighborhood Youth Corps and those under the Manpower Development and Training Act (MDTA), be redirected toward preparation for more stable employment as measured by reduced turnover (V-a).

High school programs, even in vocational schools, are weak in vocational counseling. There is less than one counselor per school. Many lack suitable training. We recommend more cooperation between schools and the Employment Service to double the number of vocational counselors and improve their training (V-b).

To improve the transition from school to work, we recommend school work-study programs for younger students. Employers could be subsidized to offer students valid experience. About one million new work-study and subsidized after-school and vacation job opportunities are recommended (V-c).

Reducing Critical Skill Vacancies

When the composition of the local work force does not match the distribution of skill requirements, wages go up in the shortage occupations. Those increases spread through the economy to produce inflation. Therefore, we urge recruitment of labor from less tight occupations and more job training to fill shortages. To accomplish this, we recommend a data and analysis effort to anticipate or, at least, quickly identify the occupations in short supply (VI-a).

To respond to scarcities, we recommend a major expansion of training closely tied to anticipated needs for skilled workers (VI-b).

Less than 70,000 unemployed workers who are not disadvantaged now receive training annually in government-sponsored programs.[9] We recommend that the number be increased by 1.1 million trainees--both advantaged and disadvantaged, in both on-the-job and institutional slots--with training oriented toward skilled-labor shortages. Even though labor demand is always in flux, the occupational composition of job vacancies remains quite stable.

Many shortages could be avoided by restructuring jobs so that they could be filled by available workers. We recommend that the Employment Service add 4,000 industrial engineers and psychologists (an average of two per office) to the current staff of 35,000 to assist employers with shortages of skilled workers (VI-c).

Many skilled women, or women capable of readily learning skills, are unable to work because of the lack of adequate child-care facilities. We recommend subsidizing day care centers to enable these mothers to become skilled workers (VI-d).

Reducing Geographical Imbalances

The long distances between job markets mean that able workers and good jobs go begging simultaneously. Self-adjustments of the market are inhibited by travel and relocation costs only part of which are financial. This hurdle is especially high for the poor and disadvantaged. We recommend a new mobility assistance program for regional labor shortages and the disadvantaged (VII-a). About 200,000 workers and their households (about 10 percent of the migration flow) might be aided annually. We recommend an employment service that will function nationally to help workers move (VII-b) and supply financial assistance (VII-c).

Reducing Institutional Barriers

Institutional labor barriers, based on discrimination, licensing, union membership, and so forth, inhibit the response of labor to production needs. These barriers increase unemployment, skill shortages, and inflation. We recommend that a Presidential commission develop policies for dissolving artificial barriers to employment (VIII-a).

Research: Design, Experimentation, Evaluation, And Demonstration

Knowledge to implement fully effective programs is still inadequate. Hence, we recommend a carefully designed, integrated, and expanded program of basic and applied research, including large-scale field experimentation and evaluation (IX-a and IX-b). Behavioral research for computer matching, counseling, training, and motivation is especially important, as is the prediction of the broader impacts of programs.

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[9] These recommendations were made in late 1971.

Additional programs of government service employment, wage subsidies, and compensating changes in the composition of government expenditures may be useful in complementing the proposed programs.

The important role of vocational education and skill training in the above scheme is very closely related to recurrent education. Joint planning and possibly joint operation are in order.

Interactions Of Recurrent Education With The Labor Market

Unfortunately, we in the U.S. cannot be sanguine about either the support of such extensive recommendations, or their early effective implementation. The way in which the labor market operates, including its training, placement, and other institutions, will have a great deal to do with the effectiveness of recurrent education--and vice versa. Issues of interaction between the two programs need to be examined deeply. For instance:

Will workers be reluctant to leave jobs for education, for fear of losing their jobs?

Will educational programs be merely a better alternative to unemployment--without other motivation?

Will workers leave educational programs prematurely when jobs become available?

Will educational credentials be more significant in placement than the increase in job productivity?

Will further education appear futile because available jobs will not utilize it?

Is the income distribution so rigidly set by the organizational hierarchies of employers that educational programs can have no effect on the distribution, but only on who occupies the slots?

Are job tenures so short as the result of sporadic product demand and inadequate smoothing in scheduling employment that careers are so often disrupted that educational development is seen as going nowhere?

In the proposed reorganization of the U.S. federal government, there is a plan to set up a Department of Human Resources which would merge responsibilities for both education and manpower programs. While one can question the size of such an agency, we need to achieve functional integration in these two areas.

The concept of recurrent education opens an exciting prospect which in addition to other benefits can contribute importantly to making labor markets work better. But unless equal imagination is applied to solving labor market problems, recurrent education will not reach its full potential.

If by improving the operation of labor markets we are able to lower unemployment without inflation, both work and education will be more meaningful. As was indicated earlier, other policy measures such as income policies have potential for dealing with aggregate economic problems, but as far as recurrent education is concerned, there is no alternative to improving labor markets.

financing and politics of recurrent education

educational leave and sources of funding

F. EDDING

In 1961 the OECD held an education conference which concentrated on the importance of school expansion for economic growth, "school" meaning institutionalized education for the age group 5 to 24, and "growth" referring to increases in material output. The growth rates of indicators for school activities as well as the rates of economic growth have been high since 1961; there still appears to be a causal relation between these two phenomena. But there is no longer a consensus on the thesis that every year young persons spend in school serves the general goal of better education, or as to whether continued high growth rates of material output are desirable and compatible with educational goals.

In contrast to the ideas prevalent in 1961, two new points of view have remolded the education issue: quality of life as the supreme goal and the de-schooling movement with its challenge to the present school system. The new basic concept for educational planning emerging from this remolding process is recurrent education. This new concept involves breaking the quasi-monopoly of education held by the school, and extending the chances for recurrent change among learning situations beyond the traditional phase of institutionalized education to the whole period of adult life.

One of the fundamental tools of recurrent education is educational leave.[1]

Educational leave for some young people may mean leave of absence from school for periods of practical work, participation in youth camps, or a stay abroad. For others it will mean periodic release from gainful occupation or apprenticeship. For adults it can mean leave of absence from paid employment, independent work, or duties as a housewife. Generally, the concept remains in flux and is highly debated. But in any case, there are costs involved, and alternative ways to meet these costs must be considered.

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[1] In 1970 France introduced paid educational leave as a legal right for the gainfully employed, and in 1969 the Federal Republic of Germany moved substantially in that direction. Some form of legal provision for educational leave exists today in many advanced countries.

The complex problems associated with the financing of educational leave can be structured around the following three interdependent questions:

--who pays the bill?

--who ultimately bears the burden?

--who decides on the allocation of the financial resources?

To evaluate alternative ways of financing educational leave, an appropriate set of criteria is proposed:

--integration of vocational and nonvocational education;

--optimal motivation to participate;

--"justice" of financial burdens;

--exclusion of domination by partial interests;

--democratic participation;

--promotion of innovation; and

--efficiency.

These criteria are derived mainly from the general goals of recurrent education.

Individual Financing

When discussing financial contributions to the costs of educational leave by individual participants it must be borne in mind that the individual will contribute anyway. If the costs are financed mainly from public funds, he will contribute by paying taxes; if they are financed by private enterprises, he will be affected by increased prices.

First, the question of whether individuals have the material ability to pay for educational leave has to be considered. If participation in educational leave implies a loss of subsistence funds, the existence of either property income or savings is a necessary prerequisite. It is often argued that financial contributions by the participants are justified, as it is mainly the individual who benefits from educational leave. There is, however, no positive proof for this argument.

Society and its economy benefit as well from an educated and better skilled work force.

But will people choose vocational education that will meet their long-range needs and assure them of retaining jobs in an ever-changing economy? The evidence suggests not: people select educational investments with immediate payoffs.[2] Furthermore, it is often supposed that financial contributions from participants promote motivation for learning. In this context it is helpful to answer the following two questions:

--are financial contributions likely to create motivation?

--will existing motivation be sustained by paying fees and sacrificing income?

The answer to the first question is probably no. The groups hitherto underrepresented in adult educational activities are almost identical to those having had little education in their youth. They found it an unpleasant experience then and are likely to find it so again. It is also unlikely that those persons could be motivated by prospects of financial sacrifices. On the contrary, learning may seem a greater burden than working. To get them to return to school might require an educational leave higher than wages.

The second question might well turn out to have a positive answer since it is in line with the theory of consumer behavior. People normally value goods they have paid for and as a rule consumers associate high prices with high quality. Thus, if my reasoning is valid, charging participants in an educational leave program would presumably motivate only those already motivated, and would not create new learning motivation.

Whether valid or not, the idea that participants should pay their own way has been defended with the argument that an informed consumer can best decide what is better for his needs, and the institutions will respond accordingly as in any market situation.

It has been argued that the dominance of particular interests is best prevented if the individuals decide upon the programs to be realized and make the allocation of funds. However, since the individuals as consumers do not represent an adequate counteracting power, it is illusory to hope for decisive influence from their side.[3] Besides,

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2. Whether the dichotomy between vocational and nonvocational programs would be eliminated if the participants were more problem-oriented will be discussed in the context of the innovation criterion.

3. The position of the participants in educational leave is further weakened by the fact that the relevant educational activities are of short duration.

the organizational and curricular structures of the educational system are an obstacle to responsive and frequent change and within a short time frame.

Individual financing of educational leave is said to optimize didactical innovation by stimulating competition among the educational organizations. However, since innovation is risky, educational organizations may well form a cartel restricting their programs to a medium level of quality. Insofar as competition works, it may center on marginal points similar to product variations in the consumer goods market. The chances of such tactics being successful are quite good since it is extremely difficult for potential participants to evaluate different programs. A public information system might change this situation, but consumer sovereignty seems rather far away.

As for efficiency, it must be recalled that the market mechanisms do not care about social needs, benefits and costs. Consequently, it is highly probable that a system of educational leave regulated by supply and demand only will result in social under-investment.

Furthermore, individual financing would not provide justice or equal opportunity; it would rather result in selection of participants according to their financial means. Empirical data from the Federal Republic of Germany and France indicate that under the existing financial arrangements for educational leave, which make at least some monetary contribution by the participants obligatory, some social groups --especially low-income groups, older people and women--are largely excluded from participation. These defects could hardly be remedied by credit or grant systems.

Financing By Private Enterprises

When private enterprises pay for educational leave, the burden normally does not fall on them, since, as a rule, they have a good chance of shifting it either forward (onto the consumers) or backward (onto their suppliers). Whether and to what extent this burdens the consumers depends mainly on market conditions, the amount of monopolistic concentration, the power of trade unions to shift the burden back to the enterprises by way of tariff negotiations, and the basis on which the payments are calculated.

Besides these uncontrolled shifting effects, financing of educational leave by private firms probably has another negative effect: the willingness of private entrepreneurs to invest in educational leave depends to a large degree on the aims and content of the programs envisaged. According to their market situation, investments are made if an adequate pay-off can be expected. Consequently, they normally favor programs with immediate or short-term benefits. Even if an entrepreneur is sufficiently farsighted to see the weaknesses in such a strategy, in a competitive system he cannot help but conform to the general practice, especially if he is not in an exceptionally good market position.

The short-term perspective of planning in private enterprises cannot do justice to the goal of the unity of vocational and non-vocational education. That professional roles do not consist of "vocational" components only and that qualifications are the less affected by technological change the broader the basis, are facts that are all too often ignored because of the acute demand for skills rather than learning.

Financing of educational leave by private enterprises, together with their possibilities of influencing aims, content, and participation, may have consequences for the motivation of possible participants. On the one hand, it could lead to positive reactions inasfar as it is interpreted as a special program in favor of the employees; on the other hand, it may stress the consciousness of the dependence on the employer and thereby reduce learning motivation.

Compared with alternative ways of funding, some arguments seem to support financing of educational leave by private enterprises:

--they are materially in a position to pay;

--they benefit not only from the productive contributions of the working population but also from their educational activities; and

--they normally can pass on at least part of the financial burden and thus should not be too opposed to the introduction of new levies.

The first argument neglects the differences in solvency between firms and in changing market situations. A warning must be given also as regards the shifting processes. It can hardly be anticipated who will ultimately be burdened and whether social and/or economic distortions will ensue.

The financing of educational leave by private enterprises must be looked at critically from the criterion of the exclusion of the predominance of partial interests. As mentioned above, the entrepreneurs are likely to concentrate on their short-term interests, with the consequence that those learning targets whose benefits are likely soon to be "internationalized" will be given preference. The prospects for democratic participation in a concept of educational leave depending on financing by private enterprises are rather weak. The organizational structures of educational activities of private enterprises tend to reflect the industrial hierarchy. Entrepreneurs will not as a rule favor other structures, because democratic decision-making processes in the educational sector could lead to a critical reappraisal of traditional practices in general.

Financing by private enterprises does not hold great promise for the promotion of innovation. Even entrepreneurs who enjoy taking risks on capital investments might be reluctant to invest in unconventional educational measures that are not really their task. For this reason, this method of funding didactical innovation in educational leave programs is likely to be restricted to a minimum. Motivation for innovation must be accompanied by the material possibility.

On the other hand, private enterprises as financiers of educational leave are well-prepared to judge efficiency. They may in many cases have a good estimate of their medium-term manpower needs. But present practice shows that firms' educational programs intended to meet this demand all too often conflict with the interests of the participants, one of which is to promote their professional security by broadening their vocational flexibility. Educational leave based exclusively on financing and allocation decisions of private enterprises is likely to result in under-investment of capital, both financial and human.

Financing By The State

Considering the social and political aims associated with educational leave, it seems quite obvious that financing by the state would be the most effective way. The arguments in favor of state financing concentrate on two main points:

1. as the state is assumed to be in a position to attain generally accepted aims for the benefit of society and to enforce public control, it can best secure educational leave for all employees, and
2. consequently, financing by the state seems to be the most promising way of guaranteeing the correspondence between educational activities (e.g., educational leave) and general political and social aims.

In reality, however, state decisions are largely influenced by economically powerful groups which might be afraid that their interests will be challenged by such integrated education. This thesis is confirmed, for example, by the development in the Federal Republic of Germany where the dichotomy between vocational and nonvocational education has recently become more noticeable.

Furthermore, it could be difficult for a state to obtain public approval for integrated programs for educational leave if, apart from the institutional costs, wage payments or payments foregone are to be financed from state budgets. Whether state financing of education is more just than other alternatives depends on the tax structure. There are strong indications that state financing burdens primarily the dependent labor force.

Prevention of dominance by partial interests is not automatically met by state financing of educational leave. There are good "informal" opportunities for vested interests to influence public authorities, while the majority of the people generally have no possibility of articulating and expressing their needs.

In a system of state-financed educational leave, a shortage of funds can easily be used as an excuse for delaying controversial innovations. But innovation could be promoted, since state financing rests less on the willingness of third parties to implement new ideas. On the other hand, state administration is likely to restrain innovations that might challenge their traditional way of thinking.

But despite these drawbacks, state financing has two very important contributions: motivation and efficiency. Quite simply, more people will be motivated to gain further education if the state pays for their leave from work. As for efficiency, state funding can compete adequately with financing by private enterprises. The difference between them lies in the likelihood that the aims will be achieved.

Financing By Collective Funding

In examining the implications of different ways of funding, specific deficiencies become apparent. As already indicated, the inadequacies center on the following criteria:

--individual financing is problematic, especially in view of the requirements of integrating vocational and non-vocational education (and in this context of innovation), of justice in financial burden and, most of all, motivation;

--financing by private enterprises is not compatible with the criterion of integration; and

--financing from state budgets does not guarantee the curbing of the dominance of partial interest and seems unlikely to sufficiently further innovation.

Each of the methods of financing so far discussed has, if applied in isolation, distinct shortcomings. But certain advantages can also be presumed to be potentially available. Therefore, the aim is to find a way to exclude most disadvantages and retain the greatest assets. This is called here "collective funding under public responsibility." A rough sketch of such a scheme would include the following provisions:

...We propose to charge all private enterprises by law a levy according to their economic capability. The revenue from this levy would not form part of the state budget but be transferred to a national foundation for the promotion of educational leave.

...The state as a rule would pay into the national foundation fund only a small contribution, as a sign of interest. But in times of recession the state would be bound to compensate the revenue from the levy by amounts large enough to allow a stepping up of educational leave in times of unemployment. In addition, the foundation may in times of depression raise funds on the capital market.

...Minimum qualitative standards should be set for educational leave. To the extent that firms and other organizations come up to this qualitative level set by the government, they get standardized costs refinanced out of the national foundation's collective fund.

...Special incentives for innovation would be provided; additional subsidies can be given for educational leave with integrated programs so as to reduce the additional burden and risk normally associated with innovative educational activities.

...Continuation of wage payments would be guaranteed by the national foundation during educational leave. This does not necessarily mean that the total former wage must be paid. Alternatively, the wage payments could be graded, ranging for example from a minimum wage for unskilled workers up to a maximum, following regulations in most social insurance systems. The lower limit should be high enough to give special encouragement for participation to the lower income groups.

...The foundation would be governed by a board in which representatives of the state, private enterprise, and trade unions, plus independent experts, have equal voting rights. The foundation would have to decide within legal limits, the amount of the levy, curricular targets, and other quality standards.

The guidelines set forth for the national foundation would insure a high degree of continuing independence from partial economic and political interests. It would promote motivation and innovation, particularly in integrating vocational and nonvocational education. By introducing democratic participation at all institutional levels, this funding organization may counteract bureaucratic sterility and stimulate local initiative. There is, of course, some danger that this may impede efficiency. On the other hand, it has often been proven that adequate organizational forms of participation can enlarge the problem-solving capacities of social subsystems.

Nobody can predict how the volume of finance needed for educational leave will develop. The figures we have for recent years are no adequate basis for projections. They show the strong increase of educational leave under present circumstances. Under the conditions here envisaged an even faster development could be expected. Our proposals for funding would insure the flexibility needed to cope with a dynamic new dimension of organized learning.

financial options and structural requirements

FRANCIS M. BODDY

Many current discussions of recurrent education from a variety of perspectives suggest modification or radical restructuring of postcompulsory educational institutions.

One suggestion is that action should be taken to permit and simplify the postponement of entry into the next levels of education and training at a number of points within the present educational systems. Some go so far as to suggest that such a break, involving entry into the work force or other activities for some period, be required before the student is permitted to re-enter. Following this logic, it is recommended that institutional structures, techniques, and formats of programs and curricula be greatly modified or that new structures be built to enhance the accessibility and effectiveness of the system for the recurrent student.

Furthermore, reforms in financial arrangements have been urged to bring about more equality of educational opportunity throughout life and that recurrent education can have a significant effect in reducing the inequalities of income distribution.

Another idea is now in fashion that says the system should be more strongly oriented toward specific goals with greater importance assigned to job-entry training, skill development, training for occupational or career advancement, and the improvement of economic productivity than to general study of the humanities.

Finally, it is being argued that the credentialing aspects of the present system be reduced or restricted, or that nontraditional and experiential ways to satisfy credentialism be vastly expanded, validated, and accepted.

Critics charge that the present system prevents intermittent or part-time attendance. Yet there is evidence that the current institutions of postsecondary education are at least somewhat adaptable to this pattern.

Present Intermittent Pattern

Although it is far from ideally responsive to those desiring intermittent attendance patterns, the present system is not completely inflexible.

The *Report on Higher Education* notes that while in large state universities only 35 to 45 percent of the entering students graduated within four years at that institution, within 10 years 60 to 70 percent graduated from some institution; for state colleges the corresponding figures were 15 to 25 percent within four years at the initial institution, and 35 to 50 percent within 10 years at some institution.[1]

At the University of Minnesota, a very large multiversity in a large urban area, 10 percent of the students enrolled in undergraduate colleges were between 26 and 35 years of age and 2 percent were 36 years of age or older. In the graduate and professional colleges, 30.6 percent of those enrolled were between 26 and 35 years of age, and 5.6 percent were 36 or older.

A Minnesota survey of statewide adult and continuing education by the higher education institutions of the state in the academic year 1968-1969 reports 81,000 individual enrollments in 3,100 credit courses in that year.[2] In fall quarter of the same year, some 140,000 students were enrolled in the regular programs of these institutions.[3]

The difference in median time lapse from the B.A. to the Ph.D. between the total elapsed time and the registered time shows wide variations across different fields. For Ph.D. recipients in 1971 in the U.S., this difference (a possible proxy for "time-out") varied from a low of 7/10 of a year in physics, astronomy, and chemistry to highs of 4.5 years in professional fields and to 6.6 years in education.[4]

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1. Frank Newman, *Report on Higher Education* (Washington, D.C.: Government Printing Office, March 1971), p. 2.

2. *Continuing Education in Minnesota* (St. Paul: Minnesota Higher Education Coordinating Commission, 1970).

3. *Public College Enrollment in Minnesota's Changing Population Pattern* (St. Paul: University of Minnesota, Center for Urban and Regional Affairs, January 1973).

4. National Research Council, *Summary Report 1971 Doctoral Recipients from United States Universities* (Washington, D.C.: National Research Council, April 1972): 8-9.

It seems evident that efficiency considerations would strongly indicate that at some appropriate point, attained education and skills should be put to active use in the world of work or in other spheres. As obsolescence occurs and the acquiring of new knowledge and skills becomes necessary, re-entry into the educational process will be indicated along with a new consideration of trade-offs. Foregone earnings and other costs to the student continuing in the system necessarily come to be compared with the possible increased earnings and other benefits to be captured at a later stage in his life. The trade-offs are between possible diminishing returns in educational or skill outcomes in the future and the immediate further investment of time and effort for retraining.

Structuring For Re-Entry

Turning now to the patterns of possible re-entry into the system--as it now stands, or as it may be substantially modified or reconstructed--it is clear there is a wide variety of perceived needs for recurrent education. Among these perceived needs or desired programs are:

--special skill training to improve job prospects;

--upgrading of skills and knowledge for improved performance and for advancement;

--retraining to meet changing market demands;

--special training or retraining to adapt to new processes and techniques;

--continuing education in the underlying disciplines of the occupation or profession;

--re-entry to complete an unfinished program;

--re-entry to complete an additional stage in the educational system; and

--continuing education to improve the quality of the individual's life, to develop avocational interests, to improve understanding of social and political forces, to enhance more effective contributions to the social and political structures, and to expand the opportunities for personal development and fulfillment.

No one system could respond effectively to all those valid demands for recurrent education. Many are met by our present systems in their more formal programs, or by extension divisions, nontraditional and experimental programs and structures, off-campus and outside the classroom delivery systems, and relatively new additions to the institutional structures such as the community college, technical schools, and other even more flexible options.

Not only is there a wide variety of possible demands by the re-entering students but also there are wide differences among the circumstances and future prospects of the potential clientele. Data from a study of the 1960 census[5] show that there are substantial differences in both the expected pattern of lifetime earnings and the relationship to levels of schooling completed among men in broad occupational groups in the U.S. These data imply differences in the types of recurrent education that would be occupationally effective, in the possible economic tradeoffs of such re-entry and in the appropriate times of re-entry.

Seventeen million people have completed less than eight years of elementary education, 21 million have one to three years of high school and 12 million have one to three years of college. While many of these are long out of the educational system and well advanced in years, there are many others, particularly at the "incomplete" high school and college level, still relatively young and for whom the pay-offs for re-entry into formal schooling might indicate substantial advantages for this form of recurrent education.

In short, there are large numbers of adults in the U.S. whose educational needs are not being met by our present educational institutions.

If recurrent educational opportunities are to be opened up to meet better these apparent needs, financial and structural requirements must be examined.

The more feasible and economically viable solutions will lie largely within the present systems of educational institutions, including not only the schools and colleges of the traditional system, but trade schools, extension and correspondence divisions and programs, inhouse programs, and on-the-job training.

New forms of institutions and delivery systems, and the expansion of the use of new means of instruction and methods of communication will offer effective and more efficient ways to meet at least some of the needs for the provision of recurrent education. But these options should not supplant the present system.

Financial Restructuring

One apparent failure of current financing options for students and their families is the lack of an effective system of assisting the recurrent student. Compared to developments in financing housing and major consumer durables over the past 40 years, progress in financing education has been meager. We have not yet developed a way to provide the security for the loans for educational purposes that is provided by the mortgage on the assets in housing and consumer durables, nor have we developed the appropriate pay-off schedules, such as the monthly payment of interest and principal over a suitable term in these other areas. The current discussions of payback systems, based on a percentage or a sliding scale of percentages of future income, suggests that some much more effective system may be developed. Essential to any such system, however, is a workable solution to the problem of getting the security for the lender and the pay-off of the interest, principal, and administrative costs based on a group of loans and borrowers rather than on an individual basis. Central to this problem is the difficulty of avoiding what in insurance is called adverse selection. For unless the group contains a representative number of prospective high income earners to offset the prospective low income earners, the necessary repayment percentage of income scales will be so high as to discourage those who most need to make use of it because of the lack of other feasible financing options. Moreover, financing the education of women by such a system is biased strongly against them by the patterns of female labor force participation and the income levels of those who do participate.

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[5] Herman P. Miller and Richard A. Hornseth, Present Value of Estimated Lifetime Earnings, Technical Paper No. 16 (Washington, D.C.: Government Printing Office, U.S. Bureau of the Census, 1967).

Such a future income-based loan system would also give overwhelming emphasis to educational programs, especially in recurrent education, that are primarily or even single-mindedly designed for purely economic individual pay-offs, neglecting those programs whose pay-offs would not be directly rewarded by future money incomes. Short of compulsory participation or substantial subsidy (perhaps by way of insurance) by governments, it seems unlikely that solutions will be found which would radically change the current situation.

Increasing tuition levels to a higher proportion of the full cost of instruction is another way to modify the financing of publicly aided institutions. Public savings could be transferred from institutions to students in the form of increased grants and fellowships. Increased individual aid would doubtless affect the current economic calculus of decisions to enter or re-enter the system.

Tuition costs, even if approaching full cost of instruction, are but a part of the cost to the participant. Foregone income remains a powerful factor, and unless grant support takes account of living costs and family needs of the recurrent student, the prospective student from the low income family may not enter. For those higher in the income scale, and hence with smaller or zero grants, the increased tuition costs will be much higher than at present and will weigh more heavily in the total cost of attendance to the student and his family. This in turn will tend to bias decisions against women in family allocations of income or assets to the education of its members.

In countries like the U.S. where educational policy control rests with the state, and to some degree the local or institutional level, the piecemeal adoption of such financing policies in different forms in various states or localities, and lack of complete adoption across the country by all states, would create problems of student migration to low-tuition areas and institutions. In turn, this might result in restrictions on serving out-of-area students and vast complications in defining and enforcing "residence" of the students by those areas that continue to subsidize the institution rather than the student.

Financing of recurrent education by the employer or occupational groups by payments to the student directly or to institutions to bring the program to the student at the place of work has long been practiced in business and industry. But practice is limited. Recurrent education in knowledge and skills not specialized to the employer (or employers or occupational group) may make the employee more valuable to others and increase his mobility. His wage or salary must be raised to match his increased productivity to restrain him from taking other employment. Thus, the investment in the employee cannot be recaptured in added future productivity. This is probably quite a strong restraint to single-firm financing of many forms of recurrent education.

If employer groups can organize and agree on a cost-sharing plan, then the recurrent education programs need not be employer specific, but only industry specific, to provide rational economic justification for employer financing. Many fields require a high level of technical knowledge and skills that are industry specific. Such industry-wide financing is used in those fields and could probably be expanded substantially if the delivery systems and the educational institutions were better adapted to such service.

Since much of the talent and facilities necessary for recurrent education are within the present institutions, it might be better to reform the structural aspects of the present institutions and their educational programs that bar or restrict legitimate access for recurrent education.

Conditions Favorable For Change

One of the reasons for the relative neglect of recurrent education by many of our educational institutions has been a lack of resources. Faced with excess demand, the rationing of entry and programs has been determined largely by the priorities of the internal decision systems. The dominant pattern is to favor the regular degree and curricula programs, and the full-time, continuous student. Moreover, the organizational structures and the processes by which students are admitted to particular programs, and processed through the system, are reinforced by the traditional priorities of the faculty, the administration, and, to some degree, those who finance the institution.

Presently, the educational system is facing a slowdown in demand by traditional students. This phenomenon may present an opportunity to modify the attitudes of the institutions and their structures to recognize and give greater emphasis to the nontraditional or recurrent student.

The recent spread of community colleges and technical schools into areas previously distant from educational institutions is encouraging, for the location and accessibility of an institution close to work or residence is particularly important to the recurrent student. Furthermore, these institutions are less rigid and biased against the nontraditional student.

Moreover, attitudes among faculties and administrations are changing. There is a growing recognition of the unmet needs in the areas of extension, continuing and recurrent education. The relaxation of enrollment pressures by traditional students is making a shift toward those fields more possible.

Recurrent students could be more sought after because they would be additional or replacement students rather than competitors for scarce spaces and resources with the traditional students. Serious consideration along such lines is challenging some of the previously held priorities and opinions on the essential missions of the institutions. Economic factors, once deterrents to recurrent education, could speed its adoption as an alternative to declining demands for traditional study.

The growth of state coordinating commissions for postsecondary education also contributes to the reconsideration of institutional missions and priorities.

In summary, there is significant movement toward serious reassessment of established traditions and policies; conditions are favorable for change.

This process could be strongly reinforced if those involved in institutional re-study had better information about the size, the strength of demand, and the program needs of this new clientele in recurrent education.

Many, if not most, institutions may well discover that this demand is substantial and may conclude that their staff and facilities are most appropriate for the needed service. If such a conclusion is reached, then the financial implications and the internal resource allocations implied by such a shift will have a clearer focus.

For public institutions this may lead to changes in the bases of public support. Under current support policies, the extension or recurrent student is treated and financed as only a by-product of the regular process. If he becomes an accepted member of the academic community, the institution could benefit financially.

If the institution does conclude that the recurrent student is to be a full-fledged entrant into the institution, it will need to redesign its programs, curricula, and perhaps structure to provide the appropriate collegiate home-base for these students.

Reactions to reform ideas on institutional and student financing, educational goals, and resource allocations will be responsive, I believe, to the needs of recurrent education. But I do not believe that such reactions will include massive shifts in priorities or a full-scale restructuring of the basic educational system--nor do I think they should.

french policy on continuing education

JACQUES DELORS

If one is to attempt a definition of "continuing education," two basic points must first be made clear. First, the concept of continuing education did not start to take on definite shape and form in France just with the Law of 1971, or even with those of 1966 and 1968 (though they did play a major role in the developments as we are witnessing today). Even before the Second World War, people were thinking about community development and individual development. Trade unions and social organizations in particular engaged in what they often called "culture populaire" (popular culture), which is what we now call "continuing education."

Second, we in France tend to concern ourselves overmuch with terminology, and believe that we are engaging in something novel when we have invented a new word or acronym. We have to realize that when farmers, for example, get together to form a cooperative--something they have been doing for many years--they are thereby creating a field of action for continuing education. Is not the purpose behind this step, for each of the members, to gain greater intellectual and operational control over their work, over the outlets for their products and over the problems which they have to face?

In order to give a proper definition of continuing education, we are thus forced to widen our terms of reference again and again, since in the final analysis all experience is educational. Life is educational, or can be, and this is undoubtedly especially true of farm life. Any discussion of continuing education should, therefore, be conducted on the basis of a realization that the chief learning situations are provided primarily by life--not only a person's working life, but all the other aspects of his existence as well.

The Purposes Of The Policy

The purposes of the French policy on continuing education will be molded and shaped by society as the policy unfolds. There are four primary purposes:

(1) Mastery of change

Fifteen years ago, the first French congress on sociology had as its theme: "France and Change." At that time, the title may well have surprised some people, but today no one would be surprised by it, since it has become a truism to say that we live in a world of constant change. This change is particularly apparent in our work: who can truthfully say that in his job he is still using the same methods, the same approach, the same ideas as when he started out 20 years ago? Who has not had to cope with on the job change in many different guises? Change in methods of command or of relations with other people, change in methods of production, change in market research, and so forth. A country that has sustained a more than 5 percent per annum growth rate in real terms over a period of 25 years was bound to experience this change, though not exclusively in the economic sphere.

Thus, change in the world of work was inevitable. It is a normal accompaniment to economic growth and the shift from a malthusian, inward-looking society to a dynamic society open to the outside world.

Faced with this change, we are as perplexed as we are by other changes, such as the crisis within the Church, our misgivings about the strength of the family as an institution, and the collapse of part of the educational system.

No one can say a priori, when faced with this change, that he has all the weapons he needs to deal with the resulting challenge. One way of facing change with resolve and determination is through continuing education: the opportunity to step back from the hurly-burly of life for a brief moment, to change one's frame of reference and to think about the world with colleagues and instructors, to look at things from a distance, to regain confidence in oneself, and finally not to get annoyed with inevitable changes but on the contrary to muster one's strength in order to master change. Thus, the number one purpose of continuing education is undoubtedly to equip people to face change.

In the first instance, this purpose takes on utilitarian form: for the miner who has to leave mining, for the skilled craftsman who has to leave his workshop, for the farmer who has to move to the town, change has an unrelenting, ineluctable aspect--that of necessity. There is also the less dramatic but nonetheless constant change which bears down upon our working life, forcing us to deal with daily variations. To cope, it is of course essential to garner new knowledge and to become aware of each new situation--but self-confidence is even more important. When faced with change, there is no point in stamping our feet in angry frustration: we must go out and overcome it.

All of this proves that--over and above the legal and financial guarantees that continuing education provides and that enable all those who need to go on to a new type of training--the content, form and style of an education that enables each person to gain confidence in himself and in his ability to master change are much more important. This is why continuing education can never be equated with mere acquisition of technical knowledge and skills.

Changes, of course, include some that are secondary and can be summarized under the heading "adjustment of working methods." They have to be accepted, but they do not form the "backbone" of continuing education, which is a technical, psychological and mental effort to master change.

At the outset, therefore, we had to show that policy on continuing education is the "tool" that would enable people to gain confidence in themselves, so that they would not remain standing jobless on the sidelines: it marks the starting point of social progress. Before we speak of the quality of life or of the environment, we have to think of the hundreds of thousands of people who, because they have not received the necessary education, because they are not as strong as others, remain on the sidelines, unable to react to events which overtake them. It is for these people that continuing education has in the first place been instituted, since it is designed to provide every person with the means of livelihood. In our day and age, a means of livelihood means having the chance of a job, the chance to make one's way in life. This is one of the major goals of continuing education, and much still remains to be done before it can become a reality.

(2) Struggle against unequal opportunities

Equity is a very tricky problem and is made all the more difficult by the influence of the mass media. There is constant talk of equality as public opinion is swept along, unfortunately for an all too brief period of time, by certain compelling causes. We shall soon reach a situation where we shall be forced to meet the problem of inequality head on. The problem currently centers around policy for initial education. This clearly shows that society is, in a muddle-headed way, seeking equality. But if someone proposes specific steps to achieve equality, many back away because they are afraid of the consequences.

In the face of all these obstacles, our policy on continuing education has become much less ambitious. What it proposes, quite simply, is to give each individual a second or even a third chance; to insure that life does not stop at 20; to insure, once and for all, that when workers leave school between the age of 14 and 20, they are not rigorously separated into two categories--the happy few (those who have been lucky) and the hapless remainder, who will have to make do for the rest of their lives with a less propitious fate. If the latter group's fate were to be reflected solely in lower earnings, it would be rather irritating, but it would not be totally unacceptable. However, it is very often reflected in a dirty, hard, tedious and repetitive job and in a daily grind that is made even less bearable by the degrading nature of the job. Continuing education wishes to offer new opportunities to those who find themselves on the wrong track, so that one day when a person leaves school at 16 or 18 (because his family is unable to continue to support him, or because the cultural environment does not encourage higher education), he can say to himself that all is not lost, that he has a chance to improve his working life in qualitative terms.

(3) The need to rethink the educational system

The suggestion that we need to rethink our present education system is not one which brings joy to the hearts of the teaching profession, but deep down the teachers recognize this need. What the teachers do not want is to be treated as the scapegoats of society, "the people who do not train enough skilled manpower, the people who do a bad job of educating the kids." Here the teachers are perfectly right, because teachers and the education system are merely a reflection of French society as a whole. If children do not respect their teachers, it is because they do not respect their parents either. If the schools do not produce enough skilled manpower, it is because society as a whole does not encourage them to do so. The figures for job supply and demand show that these problems are more complex than one might think.

Continuing education can help us to rethink education policy in several respects: First, there is at present a crisis in relations between teacher and student; in part this crisis is artificial, but much of it is real. As a result, it will not be possible to induce adults to participate in continuing education without a far-going renewal in the dialogue between teachers and students. Should this dialogue represent simply a vertical transmission of knowledge, moving only from top to bottom, from the teacher to the student, or is it an exchange? In the case of adults, it should incontestably be an exchange; this realization opens up new perspectives on teaching methods. Continuing education addressed to people who already have a lifetime behind them, who perceive education as an exchange and not as a passive function, will be the laboratory of this change.

Experiments with continuing education can thus have quite a substantial effect on how the education system as a whole is viewed. It is my belief that in 1980 we shall no longer be talking of initial education on the one hand and of continuing education on the other, but rather of a total system of education. We shall see children going to school up to what may be a lower age than today, but returning periodically to school because society will have given them a "time credit" for continuing education.

(4) Strengthening individual autonomy

As society has developed, each of us has become subject to increasing social pressure which makes us feel that we are less and less free and are less and less able to act on our environment. To counteract this, we must strengthen each individual's capacity for autonomy.

Our purpose is not to abolish the state, but to strike a new balance between the authorities and the regulations they issue on the one hand, and the individual on the other. When the individual becomes a person, a human being able to react autonomously, it will perhaps be easier to speak of democracy. This is certainly the most profound and ambitious of the goals of our policy for continuing education.

The Present Continuing Education System

I shall start by admitting that the system that has been applied to implement continuing education goes counter to all that has been customary procedure in France. The experiment calls for the establishment of an open, pluralistic, decentralized, spontaneous and concerted system, whereas in the past most social progress in France was realized by legislation. Of course, we need laws, but many laws have never been applied because they failed to strike a responsive chord among the population and its leaders.

Again, France has always been characterized by non-dialogue: notably the non-dialogue between employers and trade unions. Whenever a dialogue did exist, it never amounted to much. The dialogue between the State and other groups was not unlike the dialogue between a father and his teenage son. The teenager wishes to discover himself, to develop his own potential. This he can do only in relation to his father, so he gets into an argument with him. His father, cold and confident (since he controls the money, the car and the apartment), lets his son rage and says: "If you don't like it, you needn't stay." The son packs his bag and goes out the front door. His father watches him sarcastically through the window; the boy looks up and continues to rail at his father. After ten minutes, the teenager returns because he has no other choice: he is dependent on his father for his entire existence. This is characteristic of relations in France between the State and the citizenry; until this has been fully understood, it is impossible to fathom why our society is not making progress. We shall therefore have to make adults of our teenagers, and to do this we shall have to create just and proper relationships between the State and our social and professional bodies. In other words, there must be a true dialogue between them, and a sound system of labor relations must be established.

The objects of a system of labor relations are very simple:

(1) to insure that all the problems that arise in connection with work and labor and that all the workers' aspirations are known and discussed. Such discussion would end either in an agreement or in a strike, but if an agreement were reached, all of its provisions would be scrupulously implemented.

(2) to raise problems at the proper level: if 20 workers are laid off at Pezenas, the Prime Minister should not be called upon to deal with this matter.

(3) to promote social progress, by its very existence.

These three points form the basis for the system of vocational training that has been set up. This system is, in the first place, an open system, i.e., no one in any one ministry has exclusive power to plan policy on continuing education. It is necessary to have a society furnished with oxygen and air, rather than a closed society, where those with a monopoly on knowledge decide everything for the French population.

Secondly, the system that we have constructed is pluralistic, i.e., it recognizes that not all Frenchmen hold the same view of society, but that each and every one ought to be able to coexist within France, that their views on society and religion should not be in constant conflict, preventing them from working together.

Furthermore, this system is decentralized. Problems must be raised where they can be solved. The problem of the Chablais area cannot be solved in Paris, but rather in the Chablais itself, in the prefecture of the department of Haute-Savoie of which it forms part, and probably also in the prefecture of the Alpes region. This was why it was decided in 1969, long before there was any talk of decentralization, that the regional prefects could, on their own, commit public funds to subsidize either the equipping or the operation of training centers. They have been doing this ever since 1969 in consultation with the Regional Committee or its specialized agencies.

This system must also be spontaneous. France has more than a million and a half employers, and close supervision would require more than 20,000 inspectors. This would be very expensive for the State and would not accomplish much, for these inspectors would not be as able to judge the situation as heads of enterprises and their associates, the trade unions, and the workers themselves. The entire system is based on the sense of responsibility of the four parties involved:

--the public authorities,

--the heads of enterprises,

--the workers and their representatives, and

--the establishments of public education.

Finally, it is a concerted system: everything depends on cooperation among the parties. Cooperation does not imply integration. The fact that the unions are participating in the policy for continuing education does not mean that they will support the company unreservedly; they are simply defending, from their own position, the spiritual and material interests of the workers. Similarly, the fact that the heads of enterprises cooperate with the unions does not mean that they are in favor of the common program or of worker self-management. The heads of enterprises are simply pursuing a policy of education and training for their staff.

This cooperation is found at all levels of social life:

(1) within the works council: the views of the works council must be mentioned in the statements issued by enterprises employing more than 50 people;

(2) within the departmental committee: the object of this committee is to advise the regional committee of local aspirations, the needs of the department and human needs. Once the regional committee has laid down overall guidelines for the entire region, the departmental committee serves as an active tool for harmonious implementation of this policy. Because the regional committee covers a larger area, it is able to act as arbitrator; it also possesses considerable financial power, which in practice it shares with departmental-level agencies.

(3) on the national level: for the past five years, the top officials dealing with continuing education have met every month with six representatives of the employers' organizations and six representatives of the trade unions to examine jointly all the problems that have arisen.

One could claim that the public authorities are shirking responsibilities that are properly theirs, but this is not true. In a decentralized system, the public authorities have responsibilities of their own, which are of three kinds:

(1) The public authorities must insure that the system does not lose track of the goals listed above. For example: continuing education is designed for all workers and not just for one category. Company efforts to date have, admittedly, focused on graduate engineers and higher level personnel. The public authorities, for their part, devote 4/5 of their allocated funds to programs designed to assist blue-collar and administrative workers, so as to correct this imbalance.

(2) They must help the public educational establishments, the Ministry of National Education, the Foyers de Progres Agricole (rural development centers) and the agricultural centers to play their full role in continuing education. This means that these bodies should be able to offer quality training to all who need it at a cost at least equal to if not less than that of private sector institutions. It would also be desirable for them to undertake programs that no private group would otherwise embark on. For example, if tomorrow the public authorities discover that a type of training that is required in the public interest is not being provided, they will arrange for the public establishments to offer it and will if necessary finance it completely.

(3) They must promote innovation and creativity in continuing education. The authorities are keenly interested in learning of all new educational experiments; they study the results and effects and make them known throughout France.

Results And Future Prospects

It is fair to say that, with regard to the novelty of the system that has been introduced and the difficulty and scope of the subject, it has gotten off to a better start than we dared hope. Figures support this optimistic statement: in 1972, 1.4 million workers participated in training courses, i.e., a little over 7 percent of the working population. In that same year, France spent close to an estimated 6.5 billion francs on continuing education: F 2 billion from the interministerial budget, F 2.5 billion paid by business enterprises, and F 2 billion which the State itself paid to train civil servants. If we look simply at officially approved programs, i.e., the most recent programs financed in whole or in part by the State, we find that the number of trainees has jumped from 60,000 in 1968 to 460,000 in 1972. Over the same period, public expenditure in this field has tripled. The rate of growth has therefore been spectacular.

Another way of preparing a balance sheet is to consider how governments and the other organized groups in society have accepted the system and allowed it to operate. The results are all the more satisfying as the government had decided, in this instance, to break with traditional patterns which had often led to major social reforms being cast in a centralized, state-controlled mold. Contrary to past practice, the Laws of 1966 and 1968, followed by that of 1971, established an open, pluralistic, decentralized system with powers delegated to regional authorities; a system, moreover, concerted with business and the trade unions at the national level, passing by way of the department and the region. Here you will also see a very close link with the efforts that have been made since 1969 to provide France with a proper system of labor relations.

The system is, on the whole, working well, and this new approach to social betterment is gaining ground all the time.

Further Problems

The most difficult problems still remain. These may be summarized as follows:

(1) Many workers are not yet inspired with the spirit of continuing education, either because they do not feel the need for it or because they have no desire for advancement. This is particularly true of the valley of the Arve, in Haute-Savoie, where there are a lot of machine works. This work is difficult; it has its own traditions, and the workers themselves often lack motivation. One of today's major tasks is an intellectual, political and educational one--that of deciding what can be done for these workers who are not motivated and to whom one cannot say that if they get some more education they will earn more. What is needed is to make them understand that they simply need moments of repose in their working life, time off to try to complete their general education, to try to gain greater self-confidence. This applies to semi-skilled workers and to skilled workers alike.

(2) It is difficult to know what to do about companies that have few employees. A business that employs only four or five people will be faced with a major problem if it has to do without one or two of its staff even for a few days. Special solutions will have to be sought for enterprises of this type, taking the form either of the training course coming to them (audiovisual aids plus occasional meetings of all concerned for group discussions) or of the organization of courses of proven value outside working hours. The problem is a real one; it is obvious that we cannot be constantly pulling people away from their work.

(3) A number of companies have not yet understood the nature of their obligations with regard to continuing education. Their obligation is not simply to spend 0.80 percent of their wage bill on continuing education. They should look not to the law but to the joint agreement of 1970 signed by the CNPF (Conseil National du Patronat Francais--National Council of French Employers) and the CGPME (Confederation Generale des Petites et Moyennes Entreprises--General Confederation of Small and Medium-Sized Enterprises) on behalf of the French business community. When this agreement has been fully implemented, employers will be spending between three and five percent of their total wage bill on education and training. This is entirely different from the levy of 0.80 percent, which is in fact a "homeopathic" levy introduced to encourage companies which were doing nothing at all to start thinking about training programs. The problem then is not to spend money but rather to draw up a training policy for the enterprise, i.e., to take account of all the economic, social and human needs of the company and to formulate a policy for continuing education which will then be discussed with the works council.

This is certainly no easy task, but this is where the future leads. Workers are becoming less and less willing to work just for money. As living standards rise, people's aspirations are rising too; they want to get ahead in their job, to understand what they are doing--and they are right.

Companies' personnel policies must therefore be policies for human development and not simply for expansion of the business. Seen in this light, the policy for continuing education can have an important role.

As far as small businesses are concerned, cooperative arrangements may provide the solution. Such companies could band together to have training assistants which would enable them to build training programs. All types of cooperative arrangement would be appropriate here, particularly the Fonds d'Assurance-Formation (Training Insurance Fund), which is the most flexible, supportive, and advanced in the field of social harmonization, and in addition offers considerable financial resources for implementation of training programs.

(4) If continuing education has any meaning, it applies to all workers, whether employed or self-employed: the risks of change to which we alluded earlier apply just as strongly to a skilled tradesman, a shopkeeper and a physician as they do to a wage-earner. These

sectors, too, must organize, i.e., make the same effort as the employers and workers did under their agreement of July 1970. The Law of 1971 is a framework law, which must be fleshed out by vital and resolute action on the part of the social groups involved. This is why farmers, craftsmen and traders must organize at the departmental, regional or national level in order to progress in this direction. I am pleased to note, in this connection, that the Haute-Savoie chamber of trade has established a training insurance fund for craftsmen and their journeymen.

One anecdote gives a clear indication of where we now stand with regard to continuing education: When the United Kingdom joined the Common Market, all of the British newspapers devoted several pages to their new partners in the EEC, and some of them had high words of praise for France. One economist stated, in fact, that the most important social reform of the past 20 years was the Law and the employer/union agreement on continuing education.

This must obviously have pleased those who are building up our present system, but their satisfaction must be tempered by awareness of the path that still lies ahead before the goals we have listed are achieved, and the realization that the most difficult part of the job still remains to be done.

U.S. public policy and the evolutionary adaptability of postsecondary education

STEPHEN P. DRESCH

Following a well-established tradition of fadism in matters educational, "continuing," "recurrent," or "non-traditional" education has recently come into vogue as a subject of discussion and debate among those concerned with educational policy. As is often the case, a perception of very real strains and imperfections within higher education underlies this developing concern. However, true to historical form, the dominant response has been to ignore the underlying sources of dissatisfaction, focusing instead on the easier task of prescribing new modes of educational delivery without regard to the underlying causes of observed institutional failure. Unfortunately, the academic-policy community finds it easier to invent a palliative measure, such as Recurrent Education, agonize over its content and meaning, and attempt to create a demand for it by manipulation of policy instruments (financing, accreditation, etc.).

The Issue Of Public Policy

The thesis of this note is that the central issue in the development of a policy toward recurrent education is not, primarily, to determine what new educational opportunities ought to be developed. It is not, primarily, to determine how these should be financed. It is, rather, to identify, first, the means by which existing public (and private) policies have served to preclude the adaptive evolution of the postsecondary educational system, and secondly, the changes in these policies which are necessary if such an adaptive evolution is to be possible. In short, the fundamental issue is that of removing those barriers to educational diversity which are incarnate in the traditional educational processes which dominate postsecondary education.

A specific discussion of this dimension serves a vital purpose, for the real threat is that the effort to develop a "well-behaved" system of recurrent education, in any guise, may be thwarted by an inflexible traditional system, if existing policy is not altered. More seriously, such an effort may itself serve to preserve a larger dysfunctional system, as have virtually all prior policy initiatives in this general area.

Whatever else it may achieve, recurrent education fractures the lockstep of the traditional educational structure. Why have alternative options not been made effectively available by "the market?" Certainly there are many dimensions of market failure operative in this case, among them imperfect knowledge and uncertainty, labor market rigidities, and capital market imperfections, to list only a few which would necessarily enter into a comprehensive analysis. However, one of the most important factors is public higher education policy itself.

The fundamental fact is that a recurrent education "policy" is necessitated primarily by the existence of a highly structured, static educational environment which owes much of its form and stability to a perversely supportive policy nexus. That is, recurrent education, both its supply and demand, cannot be viewed apart from the broader postsecondary educational context.

It is remarkable that educational attainments during the past 25 years in the U.S. could have been so radically increased and broadly diffused with very little change in the educational process itself. Increasing proportions of the high school population have continued their educations, and yet the menu of offerings has remained virtually static. The only accommodation to the increasing diversity of the student population has been in "quality."

We have attempted to provide everyone with the opportunity for at least the illusion of a quality education. But even in this rather fraudulent enterprise we have failed, as the first-year attrition rates from two-year colleges shockingly testify. Yet, virtually every significant policy action taken in postsecondary education over the last decade has served predominantly to shore up and protect this status quo of educational homogeneity.

The historical evolution of the modern higher education system, unlike that of prepared foods, is characterized by a progressive narrowing of options over time. The case is closer to that of the automobile, which has progressively driven other forms of local transit into oblivion while itself becoming an ever more standardized commodity. In higher education, "The Teachers College or Mining Institute has become the State College, then the State University...."[1] More recently, the vocationally oriented community college has become the liberally preparatory junior college. The primary goal of new, diverse institutions seems to be to become conventional four-year institutions.

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1. Newman Report, "Graduate Education," Advanced Draft, U.S. Department of Health, Education, and Welfare, December 15, 1972.

However, the history of the auto is primarily one of product superiority, at least from the point of view of a large proportion of individual consumers, with monopoly entering only in the standardization of the product. In higher education, the case for product superiority, at least from the point of view of the potential student, seems particularly weak. Its monopoly derives not from technology or private market power, but from public policy.[2] The effect of public policy has been to subsidize the dominant mode of educational delivery so greatly as to render alternatives nonviable. Interestingly, every attempt to deal with or resolve the contradictions inherent in the resultant educational arrangements has simply served to perpetuate the underlying sources of dissatisfaction.

Developing a policy for recurrent education means demythologizing the existing educational order. If new forms of postsecondary educational delivery are to evolve, what is required is the effective creation of freedom of choice, an opening up of new possibilities for lifetime paths of education, work and leisure. In short, we need a policy which does not direct or constrain choice. We need one which facilitates but does not bias choice.

Forces For Change

The stability of the existing educational structure is currently threatened by a complex of technological, economic, and social forces. Two factors in particular explain the tendency toward standardization in higher education: the historical role of education as a consumption good and the evolution of a dominant economic-technological commonality. And in both dimensions, major disequilibria are developing.

For most of the present century, increasing enrollments in higher education in the U.S. have been drawn almost entirely from upwardly mobile, socially middle class strata, i.e., groups which subscribed to the values of the upper-middle class even if they lacked the corresponding material means. A cardinal characteristic of this dominant class was that education was viewed not only as a means to a material end, but also as a direct input into well-being, both during the period of education and in later life. Thus, in the perception of this class, education had value not only as an investment in future income, but also as a consumption good in its own right. If the student population was drawn predominantly from groups holding these values, then the extension of educational opportunities would be accompanied by major efforts to emulate the traditional educational order. The agricultural or mining institute might well be sufficient to serve the narrower ends of the student but were insufficient for these larger social, or class, goals.

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[2] In the case of auto public policy, as represented directly by highway programs and indirectly by subsidies to middle class suburbanization (e.g., tax subsidies to owner-occupied housing), has also been perversely facilitating, so the two cases may not be truly dissimilar even in this dimension.

What is unique in the extension of educational opportunities, occurring in the last decade, is that this view of education was either unshared by or unaffordable to the newly "enfranchized" groups. The conception of "culture," its attainment and its relevance to the individual, has been found to be very different beyond the confines of the middle class. The only value really shared is the desire for improved material welfare.

The other, reinforcing, factor is that education as consumption has value, or is effectively demanded, only at sufficiently high levels of income. Subjected to a much more severe budget constraint, lower income groups place little relative value on this social aspect of education in comparison to the direct and indirect costs of obtaining it.

The most extreme of these costs, and the one public policy has done least to mitigate, is the loss of earnings during periods of full-time educational enrollment. Traditional higher education and its discriminatory tuition policies have done little to facilitate part-time enrollment. The City University of New York, for example, prides itself on free tuition, but tuition is free only for full-time students, with significant charges imposed upon part-time enrollees. Thus, even public subsidy policies have been geared to preserving the dominant middle class ethos of higher education. "Encourage" people to enroll, but only if they subscribe to and sacrifice for the prevailing conception of higher education.

The other dimension of increased educational standardization parallels the experience over the last century of an increasing technological standardization. The educational system which evolved was perfectly suited to the diffusion of broad new technologies and forms of organization. However, this process of evolution is not static, and new directions of evolution have created tensions between economic needs and educational organization. With the latter half of the 20th Century, we find no broad common threat to technological development, but instead an increasing refinement and focusing of technological advance. Furthermore, the very complexity of the new technologies almost necessitates specialization. Finally, the rapidity with which these narrowly defined technologies change has increased the rate at which educationally created skills become obsolete.

The basic fact of the present period is the radical upswing in the rate of narrow technological obsolescence. What was once a slow, incremental process which operated over an individual's lifetime now operates on a year-to-year basis. Traditional educational forms simply cannot meet the implied demands.

Although difficult to observe and measure, it is almost certain that the share of broadly educational activities taking place within the traditional educational sphere is declining markedly. Somehow productive enterprises must be adapting the labor force to these day-to-day changes in technology and practice. When third generation computers give way to the fourth generation, great cadres of workers must be either replaced or re-educated.

An industrial environment of this type must inexorably lead to decline in the role of the formally constituted educational system or change in its structure and content. A continuing, reconstituted set of educational options, paralleling the continuing processes of technological and economic evolution, would seem to be very likely concomitant to a progressive system of on-the-job retraining. But in its current form, the educational system is ill-prepared, and apparently unwilling, to meet this need.

A final factor which may be operating is the "rejection" of the assembly line, and related phenomena. If this apparent trend continues, the result will be a demand for a continuing process of skill broadening as well as deepening.

Redesigning Public Policy

Existing programs have excluded alternatives to conventional higher education by focusing subsidies entirely within a narrow range of options.

The solution is neither obvious nor easy, particularly in light of the strong political constituencies dedicated to the preservation of the existing order. However, new directions can be suggested by cataloging options and examining their possible ramifications.

One such option is the "Human Investment Fund," which represents a rather radical departure from existing policy. The proposal is a variant of the National Youth Endowment suggested several years ago by James Tobin and Leonard Ross.[3] The Tobin-Ross endowment would make available to all persons at graduation from high school or at age 18, as a matter of right, a fixed sum of $5,000 which could be drawn upon at any point prior to age 28 for any broadly-defined educational purpose. Any person utilizing his endowment would be committed to pay an income tax surcharge after the age of 28, at a specified rate per $1,000 drawn.

In its reconstituted form, as proposed here, the endowment, increased initially to $10,000, would not be restricted to the 28-year limit, but could be utilized at any time.[4] In a major departure from the Tobin-Ross proposal, the full amount would be either taken or declined, i.e., prior to age 25 the individual would have to declare his intention to participate, at which point the full amount would become available (although not necessarily eligible for immediate withdrawal).

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[3] James Tobin and Leonard Ross, "A National Youth Endowment," New Republic 160, 2836 (May 3, 1969): 18-21.

Having declared the intention to participate, a tax equal to a fixed percentage of total income, e.g., 6 percent, would be imposed in each year for a period of 30 years, beginning with age 18 (with the tax applied retroactively in case of a later declaration). Thus, surtax payments would cease at age 48. However, if at any prior point, accumulated payments were sufficient to discharge a debt equal to 120 percent of the original total amount advanced, no further payment would be required. The individual would earn interest on the unexpended portion of the advance at the same rate at which interest would accrue on the outstanding debt (presumably equal to the rate then prevailing on federal debt). In any year, if income were zero, no payment would be made, and any positive payment could be made via a transfer from the unexpended endowment. The full proposal is outlined in greater detail in the Appendix.

Drawings from the endowment account prior to age 48 would be limited to broadly defined human capital forming purposes, with limits determined by the level of direct educational costs plus an annual living allowance. The only exceptions would be drawings utilized to make payments required on the basis of income. After age 48, any remaining endowment balance could be drawn upon for any purpose and in any amount. Effectively, after this age the endowment becomes a totally unrestricted asset of the individual.

In the present context, the truly interesting questions concern the implications of this system versus one of direct or indirect subsidy to more-or-less traditional higher education. The essential differences would seem to be the following:

1. Most obviously, the endowment could be drawn upon at any time. The individual would have an incentive, therefore, to consider the trade-offs between a vastly expanded set of optional lifetime paths of education and work.

2. The endowment could be drawn upon for any broadly defined educational purpose, including many which would not be likely to receive direct public support. Particularly in conjunction with a relaxation of the time schedule of education and work, it could be anticipated that a much greater share of relatively formal postsecondary education would be work-related, not necessarily in only a narrowly vocational sense. Rather, an expanded set of work-study arrangements would be expected to evolve which would offer the opportunity of alternating

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[4] Over time the endowment would be increased to reflect nominal income growth in the economy at large.

or concomitant, hopefully reinforcing, periods of education and work. The major barrier to such developments in the past has been the necessity for the employer to bear virtually the total cost of both on-the-job and job-related training, with no assurance that he would continue to benefit from the education and training of the employee, who might leave after being trained at the employer's expense. This risk is even higher in the case of more general, if still job-related, education, with the result that most employer-financed training is highly specific to the individual firm.

3. Even with respect to more traditional, full-time education, this scheme would serve to mitigate the adverse consequences of foregone earnings as a barrier to educational activity by providing funds in excess even of anticipated "full-cost" tuition (which may in fact be lower, at least at some levels of higher education, than is conventionally thought).

What the ultimate implications of such a radical reorientation of public policy might be cannot be easily predicted from today's vantage point. Initially, it is probably safe to anticipate that the responses would be marginal. However, over the long run, as the system (educational institutions, employers, "students") began to respond to the new opportunities, major structural changes in postsecondary education would be likely to evolve. And, while this may be only the economist's bias, the result could be more far-reaching and revolutionary than would follow from a more conscious, explicit policy of educational reorganization.

Appendix

The Human Investment Fund

At the outset, it should be noted that the following presents only a rough sketch of the Human Investment Fund proposal. Specific numbers, e.g., the 6 percent repayment rate, have not been estimated by any formal procedure and are purely illustrative.

Structure

The Human Investment Fund (HIF) would be legally established as a quasi-independent public agency empowered to issue debt guaranteed by the federal government. HIF would contract with other agencies (Internal Revenue Service, Social Security Administration) for administrative services.

Eligible Population

All persons graduating from high school or reaching age 18 would be eligible to participate in the HIF program. The HIF program would be designed to "break even" on any cohort of high school graduates. On account of all participants not high school graduates, the federal government would deposit with HIF an amount equal to the expected loss (present value) on these accounts in isolation.

Interest Rate

The interest rate utilized in all HIF calculations and contracts would be 1 percent plus the three-year moving average rate of growth in expected lifetime incomes of persons with educational attainments of high school graduate or above. Any differential (positive or negative) between this rate and the rate paid on HIF debt would accrue to or be absorbed by the federal government.

Individual Contract

At any point between initial eligibility and age 25 an individual could choose to contract with HIF, a choice which would entail the establishment of (a) an "endowment account," and (b) a "payment account."

Endowment account. At the decision to participate, the endowment account would be credited with a designated sum. Initially established (e.g., in 1973) at $10,000, this designated amount would be increased for each year's 18-year old cohort at the rate of income growth (above). Participation would be assumed to have been initiated at age 18, with the amount available to the individual determined as the designated amount in his 18th year. For every year between age 18 and the age at which he chooses to participate, interest would be compounded at the appropriate (floating) interest rate. Once established, the endowment account could be drawn upon at any time. Any positive balance in the account would earn interest at the appropriate interest rate.

Payment account. The payment account would be established simultaneously with the endowment account. The amount of the payment account would represent the individual's debt to the HIF. On establishment (as if at age 18), the payment account would be debited at 1.2 times the amount by which the endowment account was credited (e.g., $12,000), the additional 0.2 representing a "premium" for income insurance. The balance in the payment account would accrue interest at the then-effective interest rate. The payment due to the payment account in any year (each payment reducing the amount outstanding in the payment account) would be six percent of adjusted gross income in that year. For those deciding to participate after age 18, the payment due in any prior year (on the basis of income in that year) would be treated as having been made by a transfer from the endowment account to the payment account in that year. If, at age 48, a positive balance remained in the payment account, this amount of debt would be forgiven and no further payment liability would exist.

For a married couple, if both were liable, the payment due in any year would be six percent of joint adjusted gross income; if only one were liable, payment due would be the larger of (a) six percent of own adjusted gross income, or (b) three percent of joint adjusted gross income.

Income contingent loans for recurring education

KENNETH R. BIEDERMAN and BRADLEY B. BILLINGS

The essence of recurrent education is the distribution of education over the lifetime of the individual, as opposed to the concentration of education in the early years, prior to any period of work experience. The present educational system in the United States is highly structured toward the syndrome of education first, followed by a continuous period of work, and ultimately retirement.

Arguments for the encouragement and development of an educational system which formally recognizes the existence and need of recurrent education are varied.[1] Some form of continuing education seems essential in any technologically advanced economy where changes require frequent and often significant occupational adjustment on the part of individual members of the labor force. Economic efficiency and growth mandates the avoidance of technological obsolescence among productive factors, yet the current system of institutional education is not adapted to the problems of depreciation and technological obsolescence of human capital. Recent research indicates that the divorce of formal education from job experience, which typifies most educational systems, is not the most efficient approach to the technological development and maintenance of human capital.[2] The question arises then as to why the educational system has evolved as it has, why a formal system of recurring education has not developed.

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1. See J. Alan Thomas, "Financing Adult and Continuing Education," Johns-Alexander-Jorden, ed., in Planning To Finance Education (National Educational Finance Project, III, 1971): 147-60.

2. For example, see Lester C. Thurow, Poverty and Discrimination (Washington, D.C.: The Brookings Institution, 1969).

To a great extent, the product has evolved to meet the demand, and that demand depends upon the financial arrangements and income maintenance provisions available. If existing financial markets were made more available to the educational needs of adults, the preference of adults translated into market demand for continuing education would clearly be different, reflecting both a shift in the demand for adult education services as well as movement along a given demand curve as a result of lower expenditures immediately required for these services. Many adults pursue educational goals through continuing education in an inefficient, and thereby costly, manner because of financial limitations.

This study looks at the financial limitations to continuing education which are likely to exist for adults of various age and income levels, and suggests ways in which current loan markets might be altered or restructured in order to accommodate the educational needs of adults in a more efficient manner. Specifically, consideration is given to the adaptation of the income-contingent loan scheme--which has received considerable attention as a method for financing higher education[3]--to the educational needs of adults.

Student Loans For Adults

Presently structured lending institutions are not amenable to recurrent education. Personal loans in general must be secured by nonhuman capital and generally require short-term payback (three to five years) accompanied by relatively high rates of interest. Thus, loans of several thousands of dollars for purposes of obtaining additional education for many adults would impose excessive payback burdens, assuming the loans were made available in the first place. Current lending markets do little toward removing existing financial inequities that exist between high income-low income, younger-older, and less educated-more educated adults desirous of continuing their education.

Beyond personal financing, adults desirous of education simply do not find the present educational system financially receptive. Federal support for adult education is limited in both scope and

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3. See Robert W. Hartman, Credit for College: Public Policy for Student Loans (New York: McGraw-Hill, 1971); and Shell et al., "The Educational Opportunity Bank: An Economic Analysis of a Contingent Repayment Loan Program for Higher Education," National Tax Journal 21 (March 1969): 2-45.

expenditure, with nearly two-thirds of the $4 billion being spent in 1971 for veterans' education and programs directed toward the disadvantaged.[4]

The only common ground that exists among the various states with regard to adult education is that all states participate in the Adult Basic Education (ABE) Program.[5] Besides the ABE Program, financial support for adult education varies from no support in the case of Kansas to very limited support in some southern states as well as Massachusetts, Missouri, and Oregon to relatively extensive financial and program support in Florida and California. Local government support is equally diverse, from extensive state-local sharing in adult education programs to no local government support whatsoever.

Among all students, adults have the greatest financial obligations and the highest opportunity costs. Yet, tightly structured labor markets, limited governmental support, and restrictive or nonexistent financial markets prevent the pursuit of continuing education through an optimal mode or time pattern.

On the surface, self-financing government supported loan programs appear as a viable solution to many of the financial limitations and inequities that exist with regard to recurrent education. There is presently little inclination on the part of legislators to expand educational cost financing through state and local taxes, particularly to levels suggested by a widely expanded, government financed adult education system. Self-financing personal loan programs circumvent this problem, while at the same time allow for testing the market demand for recurrent education. The problem thus becomes one of developing a viable loan program amenable to the educational needs of adults who differ considerably with regard to financial limitations to continuing their education.

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[4] U. S. Office of Education, Perspectives of Adult Education in the United States and a Projection for the Future, report for the Third International Conference on Adult Education, Tokyo, Japan, July 25-August 7, 1972 (Washington, D.C.: Government Printing Office, October 1972), p. 22.

[5] The Adult Basic Education Program (P.L. 89-750, Amended) was established under the Adult Education Act of 1966 and is administered by the U. S. Office of Education. The program is open to persons of 16 years and older for purposes of attaining reading, writing, and computational skills up to an 8th grade equivalency. Funding is shared with the states (and/or local governments), providing 10 percent of the program costs and retaining responsibility for planning, supervision, evaluation, staffing, and other related essential services. For a detailed, statistical analysis of the program, see National Center for Educational Statistics, Adult Basic Education Program Statistics--Students and Staff Data, July 1, 1969-June 30, 1970 (Washington, D.C.: Government Printing Office, 1971).

The procedure followed here was to determine the payback burden that would be imposed upon adults borrowing funds under various loan programs.[6] Two forms of income contingent loan programs were considered: A fixed term payback, and a variable term payback dependent upon the age of the borrower.

An adult's ability to borrow funds under any given program would be contingent upon current and future financial obligations during the payback period, as well as income anticipations. These in turn are dependent upon the age, education, and present labor market situation of the borrower, as reflected in current income.

The first loan program is an adaptation of the Educational Opportunity Bank proposed by the Zacharias Panel on Educational Innovation.[7] For exemplary purposes, a cohort of 1,000 borrowers was assumed, having income levels representative of relatively high, relatively low, and average income for any given age and education of the borrower.[8] Borrowers were distributed by three different age categories: 25-34, 35-44, and 45-54. Current population distributions and mortality tables were used to form this representative sample of individuals participating in recurring education and to trace their numbers over time.

In order to provide some basis for comparison of the different educational pursuits of adults and the corresponding impacts on their future incomes, it was assumed that adults would enroll in courses leading to either high school graduate or college graduate equivalencies.[9] It was also assumed that the initial payback year for each age category would be at the beginning year of that category and that payments would not be required during the period an adult was out of the labor force for purposes of continuing his education.[10]

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[6] This format was suggested in Hartman, Credit for College.

[7] Educational Opportunity Bank: A Report of the Panel on Educational Innovation to U. S. Commissioner of Education Harold Howell, Director of the National Science Foundation Leland J. Haworth, and Special Assistant to the President for Science and Technology Donald F. Hornig (Washington, D.C.: U. S. Government Printing Office, August 1967).

[8] Low income--income levels 25 percent below average in population of adults identical by age and education; high income--income 25 percent above the same mean.

The basic concept involved in the Educational Opportunity Bank for Adults (EOBA) loan program is a fixed term repayment schedule with the amount contingent upon future incomes. Adults borrowing under this plan would agree to make repayments of t percent of their income per year for x years for each $1,000 initially borrowed. In order to avoid unexpected losses to the lending institution resulting from participation of only those anticipating low incomes, an "opt-out" rate would be built into the program such that no individual borrower would have to pay back more than the loan principal compounded at some designated rate R. Thus, relatively low income borrowers would be subsidized by relatively high income borrowers, but the disincentive to borrow implicit in such a system for borrowers with high incomes or high income expectations would be lessened by the opt-out provision.

In calculating the tax rate t (payback rate), the Bank is assumed to operate on a zero profit condition, any deviation from zero profit implying either a subsidy or higher tax. To achieve the zero profit, the Bank is required to earn an internal rate of return consistent with the rate at which the government can borrow. Differences in Bank borrowing rates and rates charged borrowers are to cover administrative and associated costs of operation.

The method of solution for the tax rate is similar to that used by Shell et al. and Dresch and Goldberg.[11] Basically, it involves solving for the opt-out year for each category of participants and calculating the payments for each year and group of borrowers who vary by age, income, and assumed educational pursuit. The total amount borrowed is compared with the payment stream, and through repeated iterations, the solution value of the tax rate is found which equates borrowing and payments. To put both borrowings and payments into comparable terms, borrowings are compounded forward to the first year of payment and payments are discounted back to the initial year. The discounting factor is the specified internal rate of return.

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[9] Equivalency levels are measured in terms of potential earnings at these levels of education; it does not necessarily imply the actual holding of degrees.

[10] This is an administrative problem that cannot be resolved with the ease that it has been in loan programs for full-time undergraduates. For purposes here, we skirted the issue by assuming initial loan repayment being made during the beginning period of re-employment after education has been completed; or, during education if it is being pursued while the adult maintains his regular employment schedule.

[11] Shell et al., "The Educational Opportunity Bank"; and Stephen P. Dresch and Robert D. Goldberg, "Variable Term Loans for Higher Education--Analytics and Empirics," Annals of Economic and Social Measurement 1, 1 (January 1972): 59-92.

The opt-out year for each category is calculated by finding the inter value N small enough so that:

$$(1) \quad 1000/M[(1+r)^{m} + (1+r)^{m-1} + \dots + (1+r)] \leq v \sum_{t=1}^{N} (1+r)^{-t} Y_{it}$$

where M is the number of years of borrowing, r is the specified opt-out rate, v is the tax rate per $1,000 borrowed, Y_{it} is the income for class i in year t, and m is the year index.[12]

The schedule of payments is calculated by:

$$(2) \quad P_{it} = \begin{cases} vY_{it}\,; & t < N(i) \leq T \\ (1+r)^{N(i)}[1000/M\,\{(1+r)^{m} + \dots + (1+r)\} & \\ \quad - \sum_{t=1}^{N(i)-1} P_{it}(1+r)^{-t}]; & t = N(i) \leq T \\ 0\,; & t > N(i), \text{ or } t > T \end{cases}$$

where N(i) is the opt-out year for the i^{th} class, P_{it} the payment of each person in the i^{th} cell in period t, T is the ending year and other terms as defined above. The middle term calculates the residual payment left in the final year under the opt-out provision.

The zero profit condition can be stated as:

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[12] See Shell et al., "The Educational Opportunity Bank," for further discussion of this and the following equation.

$$(3) \qquad S = \sum_{t=1}^{T} (1+i)^{-t} \left[[\sum_{i=1}^{NL} N_{it} P_{it}] \right]$$

where S is the sum of borrowings by all groups (assuming $1,000 per person) compounded forward, i is the internal rate of return, N_{it} is the number of persons in each group, NL is the number of classes, and P_{it} is the payment by the i^{th} group in the t^{th} year. The payments are calculated according to equation (2)--the tax rate times income for each group for all time periods less than the ending year, or less than the particular group's opt-out year. Once the opt-out year is reached, the payment is simply the remainder of the loan outstanding compounded by the opt-out rate. After either the opt-out year or the ending year for a group is reached, payments are zero.

Growth rates in income were determined as a sum of two parts:

a. an expected increase in income within an educational category due to increases in real wages which result from job experience, productivity increases associated with such experience, and other job related factors besides changes in education over time; and

b. increases in real income resulting from additional formal education--an educational premium.

Differences in income resulting from additional education were determined from income data on yearly earnings by age and formal education levels. (For this purpose, it was assumed that 12 years of education were completed at age 18, and 16 years [college degree] were completed at age 22.) It was observed that income differentials by levels of education widened with increasing age categories, with greatest income differences between 8th grade and 12th grade education, and 12th grade and 4 years of college occurring 25-35 years after completion of formal education in each case. For our purposes here, we assumed a 30-year lag between the completion of the formal education and the peak income differentials observed between differing levels of such education. Since it is unreasonable to assume income would increase by the full amount of this differential upon completion of education, average annual rates of increase in income were calculated resulting from increased formal education, determining the aforementioned educational premium. Combined, the rates of income increase captured expected increases in real income as a result of normal job experience as well as increases in formal education, or its equivalent.

Table 1 shows the estimated tax rates t which adults opting to use this income contingent plan would have to pay per $1,000 borrowed under various assumptions regarding length of repayment and opt-out rates. Thus, a cohort of borrowers with the income, age, and education characteristics described previously would pay a tax rate of .66 percent of adjusted gross income per $1,000 borrowed under a 20-year payback contract with an assumed real internal rate of 2.5 percent and real opt-out rate of 4.5 percent. The insurance rate figure reflects the amount tax rates are increased due to the burden of loan repayments of those borrowers in the cohort who die before full repayment; that burden being distributed among the remaining borrowers. Consequently, if the EOBA were designed such that full loan repayments were made either by the borrower or some designate (such as immediate family), the rates shown in columns (3) and (5) of table 1 would be lower by the corresponding rates in columns (4) and (6), respectively.

Increasing the repayment period has the predictable effect of lowering the applicable tax rates and raising the insurance rate. The sensitivity of the tax burden for variations in Bank borrowing costs is evidenced in comparison of column (1) with columns (3) and (5).

The income contingent plan as envisioned in the Educational Opportunity Bank Program involved a subsidization of relatively low income borrowers by their more successful undergraduate colleagues, with degrees of subsidy dependent upon the opt-out rate and the program tax rate.[13] Although this same subsidy element exists in the income-contingent loan plan for adults, there is an additional subsidy in this program which merits consideration. It was assumed in determining the rates shown in table 1 that no repayments would be made after age 65. The reasoning behind this assumption was that high mortality risks would prevent the lending institution from extending terms on human capital loans much beyond age 65. In addition, rapidly falling income levels which occur due to retirement would make repayment particularly burdensome. Since inclusion of the after age 65 repayment consideration into the loan program would have the mutually adverse effects of decreasing the supply of loans in the former instance and decreasing demand for loans--and thereby adult participation in continuing education--in the latter, the assumption seems reasonable.

However, an immediate consequence of this assumption is the subsidization of the education of relatively high income, older adults by the relatively low income, younger adults as would be reflected in higher tax rates. Since increased tax rates imply

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13. For an analysis and evaluation of this subsidy element in income contingent loan programs for higher education, see Dresch and Goldberg, "Variable Term Loans."

Table 1. Educational Opportunity Bank For Adults.

(1) Internal Rate of Return [a] (%)	(2) Opt-Out Rate [b] (%)	(3) Tax Rate (t): [c] 20-year Payback (%)	(4) Insurance Rate: [d] 20-year Payback (%)	(5) Tax Rate (t): [c] 30-year Payback (%)	(6) Insurance Rate: [e] 30-year Payback (%)
2.0%	4.0%	.62%	.04%	.47%	.08%
2.5	4.5	.66	.03	.50	.08
3.0	6.0	.69	.03	.54	.08
4.0	6.0	.79	.03	.63	.08

a. Real rate.

b. Real rate.

c. Rate per $1,000 of loan principal.

d. Amount by which tax rate in column (3) would be lowered if no accounting were made of mortality and early retirements in calculation of t.

e. Amount by which tax rate in column (5) would be lowered if no accounting were made of mortality and early retirements in calculation of t.

earlier opting out by high income borrowers, an additional regressive element is introduced through a corresponding reduction in the subsidization of low income borrowers by high income borrowers in any given age category.

To compensate for this--and thereby introduce a progressive tax rate structure into a variable term, income-contingent adult education loan program--a variation of the above loan program was considered. This variant, although basically an income-contingent plan, consists of variable term repayments dependent upon the borrower's age. The program would operate similarly to a cash-value, life insurance policy in which payments per $1,000 of policy (loan) vary inversely with age and are paid up at age 65. Each cohort of adult borrowers would be treated by the lending institution independently of borrowers of different ages. Terms of the loan would consist of a payback period determined by the difference in the borrower's age and age 65--the point where the "loan policy" is fully retired. Consequently, for any given opt-out rate and internal rate of return to the lending bank, a rate structure would be introduced in the repayment pattern which would:

a. increase with the age of the borrower, thereby eliminating the subsidy of relatively high income older adults by low income younger adults; and

b. maintain the desirable property of future high income borrowers subsidizing the less successful borrowers within any age category.

Table 2[14] shows the tax rate structure which would result from this variable term, income contingent loan program for a similar cohort of adult borrowers as was considered in the EOBA loan program.

By extending the payback period for the younger borrowers, as well as eliminating the inherent subsidy of older borrowers by the young, the Paid-Up, Age 65 Plan provides significantly lower tax rates for younger adults than does the Educational Opportunity Bank for Adults (EOBA) Plan. For example, under assumed real opt-out and internal rates of 4.5 percent and 2.5 percent, respectively, the EOBA Plan would assess a tax rate to all borrowers of .50 percent per $1,000 under a 30-year payback period, and .66 percent under the 20-year payback scheme. Given similar assumptions, the tax rate per $1,000 loan would be only .36 percent for borrowers in the age category

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[14] The techniques for solution of this loan program as shown in table 2 are essentially the same as those described previously for the EOBA.

Table 2. Paid-Up, Age 65 Plan.

Opt-Out Rate[a] = 4.5% Internal Rate[a] = 2.5%		Opt-Out Rate[a] = 6.0% Internal Rate[a] = 4.0%	
Age	Tax Rate[b] %	Age	Tax Rate[b] %
25-34	.36%	25-34	.49%
35-44	.44	35-44	.55
45-54	.64	45-54	.77

a. Real rates.

b. Rate per $1,000 of loan principal.

25-34 under the Paid-Up Plan.[15]

As to the feasibility of either loan program, at least from the standpoint of the borrower, it is not only necessary to determine the level of payback required for any given loan, but to arrive at some benchmark as to what constitutes an excessive repayment burden upon the borrower. A basis of comparison then would exist in this matter not only between loan programs, but within a given program as to reasonable repayment levels for borrowers.

We adopted the criterion that rates or levels of repayment of a loan which exceeded personal savings would be considered an excessive repayment requirement. Although to a certain extent such a criterion appears arbitrary, this condition would call for a repayment schedule for adults of differing income, demographic, and expenditure characteristics which would not impinge upon their current consumption patterns or abilities to meet existing financial obligations.

Table 3 shows relative burdens of the EOBA and Paid-Up, Age 65 Plan for borrowers of alternative sized loans by age and income level. Repayment ratios are calculated for each lending plan, indicating what the level of loan repayments required under a particular program would be compared to payments which would be equivalent to levels of savings.[16] Thus, the burden of repayment of a $5,000 loan, for example, under the EOBA Plan, borrowed by an adult age 25 earning below average income, and repaid over a 20-year period would be more than 3 times his average savings propensity during this same period. In comparison, the repayment burden of the same loan under the same program but with repayment extended over a 30-year period would be but 1.7 times the individual's savings.

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15. These absolute figures are contingent on our simplifying assumptions that payback commences on the first year of a given age category and that payments cease beyond age 65. Excepting mortality considerations, an individual in the age category 25-34 is assumed to have a 40-year payback horizon. Altering this assumption in order to more evenly distribute loans by age would increase the tax rates under both plans, but should not significantly alter the relative figures in and between tables 1 and 2.

16. Savings defined as net changes per period in assets less liabilities. Savings rates by income and age categories estimated from U. S. Bureau of Labor Statistics, Survey of Consumer Expenditures, 1960-61. Consumer Expenditures and Income Cross-Classification of Family Characteristics Urban United States, Supp. 2--Part A to BLS Report 237-38 (Washington, D.C.: Government Printing Office, July 1964).

Table 3. Ratios of Payback Burden Of Loan Programs To Personal Savings For Various Sized Loans: Borrower Categories By Age and Income.

Plan and Borrower Characteristics	Size of Loan $5,000 Loan[a]	$10,000 Loan[a]	$15,000 Loan[a]
I. EOBA Plan[b]			
Age 25-34			
Low income	3.07	6.14	9.21
High income	.74	1.48	2.22
Age 35-44			
Low income	2.95	5.90	8.85
High income	.61	1.23	1.85
Age 45-54			
Low income	2.33	4.66	6.99
High income	.48	.97	1.45
II. EOBA Plan[c]			
Age 25-34			
Low income	1.70	3.41	5.11
High income	.46	.93	1.40
Age 35-44			
Low income	1.58	3.16	4.74
High income	.40	.81	1.21
Age 45-54			
Low income	1.27	2.54	3.81
High income	.34	.68	1.01
III. Paid-Up Age 65 Plan			
Age 25-34			
Low income	.97	1.94	2.91
High income	.30	.60	.90
Age 35-44			
Low income	1.39	2.78	4.17
High income	.35	.71	1.07
Age 45-54			
Low income	2.26	4.52	6.78
High income	.47	.94	1.41

a. Burden ratios were computed by using the savings rate across time and income classes to form the denominator, and the percentage of income which would have to be paid under each plan for a $5,000, $10,000, and $15,000 loan as the numerator. Real opt-out and internal rates of 4.5 percent and 2.5 percent, respectively, assumed in all calculations.

b. 20-year payback period assumed.

c. 30-year payback period assumed.

Implications, Conclusions, And Recommendations

Ideally, a loan program constructed for the purpose of serving the educational needs of adults should be structured with repayment conditions that would not impose undue financial hardships upon the borrower. As to what in fact constitutes financial hardships is in itself arbitrary; we have adopted a repayment schedule equivalent to average savings over time as indeed an arbitrary, but reasonable, basis for comparison of relative financial hardships imposed in the repayment of loans under alternative lending structures.

In general, the financial profile of young adults is one of relatively low income, small holdings of liquid assets, and considerable indebtedness relative to older adults. This pattern is indicative of a high average propensity to consume among young adults[17] (age 18-35), and a relatively high average propensity to save among older adults (45-65). The distribution of holdings of liquid assets by families whose head is under age 35 is heavily skewed at the lower end, with 70 percent of families holding less than $1,000 in liquid assets.[18] For older adults (age 45 and above), a somewhat different financial resource picture evolves, with nearly 25 percent holding liquid assets in excess of $5,000.

As evidenced then in table 3, a long-term, income-contingent loan program for continuing education is suited to the needs of young adults. This is true for both high and low income categories, and as might be expected, is particularly adaptable to those having relatively high incomes.[19] Of the two programs considered, the Paid-Up, Age 65 Plan is preferable due to the longer repayment period and the removal of the subsidy of older adults inherent in the EOBA, income-contingent plan. Loans much in excess of $5,000 are likely to prove burdensome for low income, young adults, whereas those enjoying relatively high income levels could easily borrow up to $15,000 under the Paid-Up Plan without incurring serious repayment burdens. Of the two programs, neither would likely prove excessive to the relatively high income young adults borrowing up to $5,000.

Older adult participants (age 45-54), on the other hand, would find that of the loan plans considered, the EOBA Plan with a 30-year payback would prove more ideal for them. Since adults in that category would cease payment after 20 years at the most, this program would provide them with the greatest amount of subsidy. Also, the EOBA Plan dispenses the tax burdens of mortality among borrowers of all ages, unlike the Paid-Up, Age 65 Plan. Because of the relatively high incidence of mortality in the oldest age group, the EOBA Plan provides added subsidy in the form of partially paid group insurance.

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[17] A ratio which Thurow has shown would in fact be higher but for institutional constraints; L. Thurow, "The Optimum Lifetime Distribution of Consumption Expenditures," American Economic Review 59, 3 (June 1969): 324-330.

[18] Katona, G. et al., 1969 Survey of Consumer Finances (Ann Arbor: Survey Research Center, University of Michigan, 1970), p. 103.

[19] The reader is reminded that high income refers to income levels 25 percent above the mean income for a given population.

High income borrowers among the older adults would not be heavily burdened by repayments of loans up to $15,000 in either plan. Since the figures in table 3 do not take into account the relatively favorable position of older adults with regard to liquid asset holdings and small indebtedness, the burden ratios are undoubtedly overstated for this age group. Even among low income, older adults, the borrowing situation is likely to be brighter than is indicated under any given loan plan. Regardless, the EOBA, 30-year Plan would still prove preferable to these individuals as a group.

Middle-aged adults (35-44) are confronted with many of the financial barriers to recurring education that their younger colleagues face; namely, small liquid asset reserves and high levels of indebtedness.[20] The advantage of a longer repayment period exists for adults in this age category for the EOBA, 30-year Plan and the Paid-Up, Age 65 Plan. There is a noticeable burden difference between the two, particularly for low income borrowers. This reflects the advantage of not having to subsidize older borrowers under the Paid-Up Plan. Both plans appear to impose rather severe payback rates on low income, middle-aged borrowers even for loans as low as $5,000. For high income, middle-aged participants, either plan requires reasonable repayments for $5,000 and $10,000 loans and only the EOBA 20-year payback plan involves excessive repayments for loans of $15,000.

In table 3 the burden ratios are calculated for loans of $5,000, $10,000, and $15,000 to give some idea of the sensitivity of the borrowing restrictions as loan size increases. Of course, these loan amounts may or may not be sufficient to cover the financial burden of undertaking more education in desired time patterns. More needs to be known of the relative benefits associated with adults pursuing an educational goal full-time versus part-time, and for what time intervals, before these questions concerning individual levels of indebtedness can be answered. From what we have determined and in accordance with our notion of the burden of any loan scheme, a loan plan which involves repayments not in excess of savings propensity is preferred, because it is formulated on the idea that a person should pay back his education loan in a manner congruent with his preferences for present versus future consumption.[21] However, there are serious technical administrative problems associated with such a plan. A major drawback of a loan program of this nature is that as the loans increase, the period of repayment lengthens. For example, we found that a $15,000 loan would require a repayment period in excess of 40 years for all cases considered but one. Even a $10,000 loan requires a 35-year repayment horizon in most instances, which puts the 35-44 and 45-54 groups past retirement, hence employing a heavy subsidy from young to old.

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[20] This is particularly true in the early years, 35-40. Katona et al., 1969 Survey of Consumer Finances, pp. 21-35 and 103.

The Paid-Up, Age 65 Plan appears to be the best alternative to this since its burden ratios are generally lower than the EOBA 20-year and 30-year schemes. The administration of this plan would not be significantly more difficult than for the EOBA plans, since both are based on the same concept--income contingent loans collected through the Internal Revenue Service.[22] The EOBA appears less desirable than the Paid-Up, Age 65 Plan since it incorporates the intergenerational loans; this is a drawback from which only our version of the Educational Opportunity Bank suffers. The version proposed by the Zacharias Panel does not incorporate any such subsidy since its borrowers are assumed to be of uniform age.

Our results are sensitive to our data and calculations, which are quite aggregated. Thus, these results can be refined if a more detailed study were undertaken. For example, we are in need of far better data showing participation in recurring education by age and income categories, and the true income bonuses resultant upon such education. More knowledge is needed as to what constitutes educational obsolescence and how it in fact is measured. Until more is known about this concept, thereby permitting insight into ideal consumption patterns of education over time, an optimal lending scheme for purposes of recurring education cannot be determined. But we feel that our results do point out many of the problems and limitations imposed upon a program of this nature, and do provide guidelines as to what directions reasonable financing schemes must take in order to eliminate current finance market imperfections and thereby facilitate expression of demand for recurring education.

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21. To an extent, current savings indicate this. One reason that early age savings are so low is relative high purchases of consumer durables which in fact are consumed over many years. However, the effect of the budget constraint is unchanged regardless of the actual time pattern of consumption of such durables.

22. See Shell et al., "The Educational Opportunity Bank," for a more complete discussion of the administration of income contingent loan plans.

summary

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93d Congress, 1st Session
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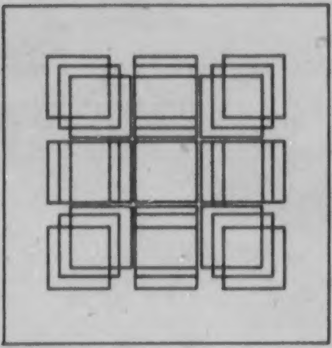
A MEASURE OF SUCCESS

Federal Support for Continuing Education



7th ANNUAL REPORT AND RECOMMENDATIONS
OF THE
NATIONAL ADVISORY COUNCIL
ON EXTENSION
AND CONTINUING
EDUCATION

March 31, 1973

SUMMARY OF FINDINGS

The National Advisory Council on Extension and Continuing Education was established by Public Law 89–329 (Title I of the Higher Education Act of 1965). The Advisory Council has two mandates. It is required by law to ". . . review the administration and effectiveness of all federally supported extension and continuing education programs, including community service programs, make recommendations with respect thereto, and make annual reports . . . of its findings and recommendations . . . to the Secretary [of Health, Education and Welfare] and the President." The Advisory Council also advises the Commissioner of Education ". . . in the preparation of general regulations and with respect to policy matters arising in the administration of this title [Title I, HEA]. . . ."

During the course of the last year, our Council has continued and enlarged the work begun in our Sixth Annual Report, wherein we sought to identify and analyze all Federal programs in the area of extension, continuing education and community service. In the Sixth Annual Report, we identified 143 programs, representing a total budget outlay of $4.2 billion, that were operating in fiscal year 1970, the year covered by our study.

In this, our Seventh Annual Report, which covers activities for fiscal year 1972, we note a substantial increase in Federal programs which either in whole or in part provide extension, continuing education and community service. We have identified 208 such programs in our study, *A Measure of Success: Federal Support for Continuing Education* (see appendix A). These programs represent a total budget outlay of $8.2 billion, of which we estimate that approximately $2.6 billion are continuing education expenditures.

In our Sixth Annual Report, heavy emphasis was placed on our examination of the nature and extent of the Federal interest in continuing education as it is reflected in the administration of Federal agency programs. In the Seventh Annual Report, we have sought to balance this perspective by examining in depth the impact that Federal programs have had on institutions of higher education and especially on their continuing education resources and facilities.

We find that interest and activity in continuing education have been greatly stimulated by Federal programs and Federal funds over the past decade. Before this Federal impact occurred, academic departments and professional schools at institutions of higher education were often content to let responsibility for continuing education reside within the administrative framework of general extension. With the influx of Federal moneys and the opportunity to participate in social programs of high visibility and importance, academic departments and the professional schools sought and gained direct involvement in these programs, often as rivals of the existing general extension network. In addition, access to Federal funds spawned hundreds of new centers and institutes, many of which operate programs of extension, continuing education and community service.

We also find that:

- **The Federal tendency to legislate narrowly—producing categorical programs of narrow and specialized purpose—has strengthened academic tendencies to respond to these programs narrowly, through miniextension units, rather than through the general extension network.**
- **Little has been done by the Federal Government to use effectively the general extension network and to strengthen its capacity to provide community service. Conversely, much has been done to strengthen academic departments, professional schools, and specialized centers and institutes.**
- **The way in which the Federal Government provides funds for extension, continuing education and community service—through scattered, narrow project grants and programs**

of temporary duration—is essentially not well suited to achieving either Federal program objectives or the strengthening of the university's total capacity to provide public service.

We further find an increase over fiscal year 1970 in the number of Federal programs which in whole or in part sponsor activities in extension, continuing education and community service. This increase represents a continuation of the past pattern of many programs, established through many laws, administered by many agencies and operating in isolation from each other.

We find that the single most substantial amount of Federal activity is in meeting manpower needs in three fields: Education, health, and social welfare. This concern does not reflect any broad concept of national manpower strategy but reflects rather a direct Federal assumption of major responsibility for improving education, health, and social welfare programs. In this context, we also find that a prominent feature of such human development programs is emphasis on education for the poor and for special minorities, especially Blacks, Chicanos, and American Indians.

We find increasing dissatisfaction in Congress and in the administration with the large number of narrow categorical grant programs, as depicted in some depth in our Sixth Annual Report. Specifically, efforts are underway to use general support legislation and special revenue sharing in place of categorical programs. Essentially, this approach reflects discouragement with the Federal Government's ability to coordinate successfully many special purpose programs. It also evidences a greater willingness to enable States, communities, and universities to set their own priorities, rather than having these priorities set by the Federal Government. At the same time, this trend toward general support is not an all-encompassing panacea. There are priorities which can and should be legitimately set by the Federal Government, and the availability of Federal funds can legitimately be tied to action toward achieving these priority objectives.

The solution, therefore, ought not be to eliminate all categorical programs. Rather, the solution to the current maze of categorical legislation should combine two ingredients: (1) Consolidation of categorical programs which are to be continued in response to social needs accorded high Federal priority, and (2) general support legislation to enable States, communities, and universities to meet their own priority needs for spending and action.

In another vein, we find that federally supported continuing education activities have not always served well specific kinds of client groupings. To the extent that work patterns and family responsibilities of men and women differ in our society, the educational responses must in important respects differ also. The woman returning to a career interrupted by years of domestic responsibility represents a continuing education need essentially unique to women. Little, as yet, has been done to recognize and accommodate this need.

In particular, we find that the major clientele for continuing education—the part-time students—has, until the recent enactment of the Education Amendments of 1972, been excluded from the benefits of Federal student aid programs. Further, we find that institutional resources in the form of scholarships, counseling, health, and other aid services are made available almost exclusively to full-time students and not to part-time students.

Professionals whose skills and educational qualifications are made surplus by dislocations in the economy are another critical client group which have not yet been well served, even though funds and activity have been directed toward this purpose. In addition, the Federal Government has not yet succeeded adequately in protecting students and itself from shoddy and ineffective course offerings through independent study.

Finally, we find that a major limitation in improving extension, continuing education, and community service is lack of systematic and valid measures of success and failure. Reliable, comprehensive evaluations of federally supported programs are the exception; it should be the rule. Without effective evaluation, program changes, program planning, and program funding operate under conditions of excessive uncertainty. To improve what exists, much must be known which remains unknown. Decisions on funding and on program administration must be made on evidences of program failure and success.

The following recommendations are addressed to these findings, which are presented in greater depth and specificity in appendix A. ☐

RECOMMENDATIONS

I

Considerable interest is being generated for consolidation of categorical grant programs into programs of more generalized support. Under the President's revenue sharing proposals, many community service and human resources development programs having continuing education components are likely to be terminated as discrete categorical programs. We believe these trends are basically healthy, even though in the short run considerable dislocation and turmoil may result. At the same time, we believe that categorical legislation will still be needed if the Federal Government is to ensure that adequate attention is given, State by State, to programs and problems accorded a high national priority.

> **We recommend, therefore, that in the process of consolidating or eliminating categorical programs the administration make special efforts to communicate fully and widely the basis upon which this is to be done; and that special care be taken to ensure that under consolidation or revenue sharing, the Federal Government still retains sufficient leverage and statutory authority to meet needs of high priority which remain unmet under revenue sharing or generalized forms of financial support.**

II

Title I of the Higher Education Act of 1965 as amended is unique in that it enables communities to solve their problems according to priorities established locally using the resources of local institution(s) of higher education. It is a categorical program only in that communities cope with specific and finite problems. It is broadly rather than narrowly based because an array of difficult problems may be attacked with an infinite variety of educational and research methods. Finally, it has served as a successful prototype of Federal special revenue sharing.

The Education Amendments of 1972 authorize "Special Programs and Projects Relating to National and Regional Problems" (sec. 106a, Title I, HEA as amended). Within the broad problem areas relating to technological and social changes and environmental pollution, the National Advisory Council on Extension and Continuing Education will recommend, annually, to the Commissioner of Education special priority areas of regional and national concern. Use of this new provision of Title I should enable the Commissioner to focus the attention of national education resources on specific problem areas.

> **We recommend that Title I HEA as amended be funded at the level of $25 million in fiscal year 1974; and that section 106 be implemented consistent with our current priorities and the findings which will emerge from our evaluation study. In making this recommendation we are aware that the President's budget for fiscal year 1974 was based on advice which conflicts with that of this Council. We respectfully request reconsideration of the funding level for Title I HEA based upon the report on community service and continuing education programs (Appendix B).[1]**

III

The thrust of university-based continuing education programs has historically been the design and implementation of nontraditional educational programs for part-time students. Many of these programs have been successfully tested and demonstrated over a period of time for specific purposes and for specific clientele. By undertaking innovative educational programs, and by exploring new avenues to nontraditional learning experiences, continuing education activities have broadened considerably our knowledge of nontraditional concepts of learning and have strengthened the abilities of university-based continuing education efforts to respond to new and unexpected educational needs. In some instances, such as the University Without Walls and the Syracuse Consortium, Federal moneys have been used effectively to promote and expand these efforts.

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[1] Mr. Marshall Parker and Mrs. Ruth Crassweller have indicated that they wished to be shown as having voted in opposition to this recommendation.

> **We recommend that the newly authorized fund for the improvement of post-secondary education undertake an examination of on-going nontraditional programs for nontraditional students sponsored by university-based continuing education units, and that it implement a policy of identifying programs of innovation and quality for the purpose of funding and replicating these programs elsewhere in the interest of accelerating the improvement of post-secondary education.**

IV

There is no single Federal student assistance program that is designed to aid adult part-time students exclusively. The financial needs of these students have been historically excluded from many Federal aid programs or have received such minimal consideration by them that the ability of part-time students to continue their education has been seriously limited. The Carnegie Commission on nontraditional studies reports that a majority of adult part-time students (53 percent) identify "cost" as the one obstacle that exceeds all others in hindering their educational goals. The recent enactment of the Education Amendments of 1972, wherein part-time students are made eligible to benefit financially from many Federal programs, promises to alleviate this situation considerably. It remains uncertain, however, how effective these programs will be in actually implementing plans to assist part-time students.

> **We recommend that Federal agencies, particularly the Office of Education, give priority to implementing programs to provide financial aid to part-time students on the basis of demonstrated need.**

V

Increasing numbers of women are reentering the labor market after a prolonged period of absence from school or work occasioned by child-rearing responsibilities. Mothers who wish to continue their education experience problems in accommodating their children while they study or attend class. For these and other reasons, women constitute a special case and effective responses to their learning needs often require special facilities and supporting services; among these are child day care centers, counseling for academic and vocational purposes, and flexible university practices for crediting learning which may have taken place many years ago.

> **We are pleased to note that increased recognition of the special continuing education needs of women is resulting in the greater availability of supporting services and facilities at many institutions. We applaud these developments and recommend their adoption to colleges and universities which have not yet taken steps to meet the special continuing education needs of women.**

VI

Federal agencies have used university continuing education resources extensively but have refrained from providing significant financial assistance directly to the formal continuing education units of universities. Such assistance is vital to these units in terms of staffing, equipment and physical facilities and is essential to helping them provide long-term and more effective responses to community needs and Federal objectives. Our report confirms the prevalence of this condition and notes also the role Federal agencies have inadvertently played in encouraging universities to expand their miniextension activities. In effect, these miniextension activities compete with the formal university extension units for funds, clientele, and access to university resources. It is our observation that this practice often leads to a costly duplication of university program efforts and an inefficient application of university-wide continuing education resources toward achieving Federal objectives.

> **We recommend therefore that Federal agencies rigorously review their policies affecting the utilization of university continuing education resources, and undertake programs that will provide funds directly to the formal university extension units for staffing, equipment, and physical facilities that would enable these units to provide a more central and dependable base through which all elements and disciplines of**

the university could deliver continuing education services in response to Federal program priorities.

VII

No effort is made here to suggest the manner in which higher education institutions should organize their extension and continuing education efforts. It is clear that the efforts range from highly centralized structures to extremely fragmented and unstructured approaches. Each institution must, of course, determine for itself what is the best approach for it to pursue.

Our concern, as a Council, is that the fragmentation of Federal programs, when coupled with university tendencies to provide continuing education and extension services on a fragmented basis, may constitute a partnership which is neither most economical nor most effective.

What is needed is a careful review, on the part of each university, of its mission in continuing education and extension. Also needed is a better understanding within the Federal Government of the structures internal to the university with which they contract or to which they award grants.

We recommend to universities and to Federal agencies that they seek to find ways to eliminate needless duplication of services in extension and continuing education.

VIII

It is apparent that current policies and statutes have not proven effective in controlling fraudulent and unscrupulous organizations offering independent study programs. In addition to victimization of individuals, Federal agencies such as the Department of Defense and the Veterans Administration experience difficulty in safeguarding public moneys intended for legitimate programs of study. The Federal Interagency Committee on Education and the Veterans Administration are making progress in seeking to remedy this situation, but more remains to be done.

We recommend that consumer protection legislation be enacted to curb the activities of fraudulent independent study organizations. One approach toward corrective legislation might parallel the provisions of the Federal Land Sales Act, which require full disclosure to the prospective buyer of relevant particulars, a 48-hour grace period during which the transaction may be canceled by the purchaser, and legal remedies in case the vendor fails to meet his publicized obligations.

IX

Evaluation of the accomplishments of social programs is especially difficult. Progress has been made in this regard, however, and greater evaluation capability now exists within and outside government than ever before. Without effective evaluation, sound planning is jeopardized, program improvements are made on a hit or miss basis at best, and decisions on further funding cannot be based on factual grounds. Despite progress, we believe that further improvement is necessary and will prove highly beneficial.

We recommend that future legislation establishing programs of continuing education, extension and community service provide sufficient funds for effective evaluation. ☐

Table 1.—Program purpose

Program purpose	Number of programs	Federal program expenditures	Continuing education expenditures
1. Educational personnel development	51	$2, 572, 969, 000	$198, 471, 000
2. Public health (personnel development and community service)	59	643, 690, 000	229, 317, 000
3. Vocational education	9	46, 857, 000	23, 202, 000
4. Miscellaneous education for the general public	23	35, 054, 000	24, 134, 000
5. Veterans education	3	1, 906, 406, 000	1, 367, 500, 000
6. Community service:			
a. Environmental problems	12	36, 304, 000	20, 204, 000
b. Problems of the disadvantaged	21	1, 219, 112, 000	183, 837, 000
c. Crime and delinquency	12	404, 654, 000	126, 459, 000
d. Improvement of State and local government	5	1, 121, 882, 000	124, 618, 000
e. Multipurpose	3	10, 500, 000	10, 500, 000
f. Other	2	16, 024, 000	13, 124, 000
7. Agricultural production and rural life	5	161, 094, 000	161, 094, 000
8. Business and industry	3	22, 736, 000	22, 736, 000
Total	208	8, 279, 282, 000	2, 505, 196, 000

account for expenditures for continuing education as a distinct accounting category, the continuing education expenditures shown in table 1 (approximately $2.6 billion) are correspondingly less precise.

The level of confidence in these figures varies from program to program. For example, the Veterans Administration was able to supply us with precise data on the educational expenditures which met our operational definitions; with respect to certain other programs, only rough estimates could be obtained, and in some cases all that could be reasonably established was an estimated range of expenditure or percentage range of the total expenditure. No fault to these agencies is in any way implied. We obviously cannot expect them to keep accounts which mesh neatly with our operational definition of continuing education. The purpose of raising the uncertain nature of total continuing education expenditures is therefore simply to present the fact that the figure is reliable only within uncertain limits. It is composed of precise data, solid estimates and informed guesses. Without major changes in fiscal accountability practices, this figure is necessarily tentative; however, in all doubtful cases we accepted the low estimate or percentage range, so that we are relatively assured that the continuing education expenditures are at least at the total level shown in table 1.

SEPARATE IDENTITY AND VISIBILITY

Few Federal programs are solely and completely concerned with extension, continuing education and community service. Except for the Cooperative Extension effort and the GI bill, most of those single-focus programs are comparatively small and lack aggressive support from the Congress, the administration, and institutions of higher education. Among the more visible of these programs are the community service program (Title I, HEA) funded at $9.5 million; the sea grant program funded at $17.2 million; and the public programs of the National Endowment for the Humanities, funded at $2.3 million.

Most continuing education activities, rather than having separate identity, are organically a part of an effort having broader or very different central objectives. For example, project Head Start is essentially a program designed to better prepare the pre-school-age child from a poverty background to enter and succeed in school. Most of the $376 million expenditure on this program is directly aimed at producing that result. At the same time, Head Start also sponsors intensive continuing education programs for employees of child development centers, at a cost of roughly $18 million. In one phase of this continuing education effort, 9,600 persons are enrolled in continuing education activities

Table 2.—Programs with extension, continuing education and community service features

Agency	Number of programs[1]	Total program expenditure
Department of Health, Education, and Welfare	100	$3, 303, 940, 000
National Science Foundation	15	105, 634, 000
Atomic Energy Commission	13	2, 388, 000
National Foundation on the Arts and the Humanities	11	20, 481, 000
Department of Justice	11	474, 654, 000
Environmental Protection Agency	9	24, 690, 000
Department of the Interior	7	20, 459, 000
Department of Defense	5	5, 877, 000
Department of Housing and Urban Development	4	389, 200, 000
President's Council on Physical Fitness and Sports	4	59, 000
Veterans Administration	4	2, 024, 688, 000
Office of Economic Opportunity	3	202, 100, 000
Department of the Treasury	3	318, 000
Smithsonian Institution	3	1, 036, 000
Department of Labor	3	1, 455, 652, 000
Civil Service Commission	2	13, 918, 000
Small Business Administration	2	10, 840, 000
Department of Transportation	2	3, 130, 000
Department of Commerce	2	60, 873, 000
Tennessee Valley Authority	2	9, 213, 000
National Aeronautics and Space Administration	1	725, 000
National Gallery of Art	1	120, 000
Department of Agriculture	1	149, 287, 000
Total	208[1]	8, 279, 282, 000

[1] See appendix C for a complete listing of programs.

for degree credit in over 400 colleges and universities. Other similar examples could be cited, but the point is essentially this: Many large continuing education efforts are imbedded within the fabric of major programs whose central purpose is not continuing education. This basic fact has many and important consequences.

When a continuing education effort constitutes a small part of a major program, its purpose is to support the central program. Somewhat off the mainstream of program activity, it usually gets little top management attention and offers limited scope for upward mobility to the responsible staff people. Concurrently, the staff members responsible for continuing education often possess expertise in the major program area (e.g. disadvantaged pre-school-age children) but have little grounding in continuing education and limited knowledge of institutional continuing education arrangements. Finally, the existence of many scattered, special-purpose continuing education efforts buried within various social programs makes coordination among continuing education programs especially difficult. At the apex of an agency the size of HEW, the fact that a teacher development program exists within Head Start is easily overlooked and coordination with Office of Education teacher development efforts is virtually nonexistent.

ADMINISTRATION OF GRANTS

In our Sixth Annual Report we detailed the major problems associated with the administration of educational grant programs. Most of these problems remain; the major exception has been the effort of OMB to standardize grant application procedures and to speed the review and decisionmaking process on applications. We believe this effort constitutes an effective start toward developing a more rational grants administration system, but much more remains needed.

Basically, if one compares disbursement of Federal moneys through grants to the disbursement of funds through contracts, glaring differences are apparent. A

PROGRAM EVALUATION

Title I of the Higher Education Act

NATIONAL ADVISORY COUNCIL
ON EXTENSION
AND CONTINUING EDUCATION

MARCH 31, 1975

Summary of Recommendations With Supporting Comments

The title I program has demonstrated the interest and capacity of postsecondary institutions and communities to engage in cooperative problem-solving efforts. The accomplishments of the program indicate that title I has the potential to accomplish the purposes for which it was established. The program has been unique in serving a broad range of needs confronting communities and their citizens, has responded to these needs through a variety of institutional arrangements, and has developed a significant number of problem-solving strategies to deal with community problems.

The Council, therefore, recommends that Congress reauthorize title I of the Higher Education Act at the currently authorized level of $50 million annually.

* * * * *

While the positive aspects of title I are significant, certain limitations have impeded the optimal use of the strengths of the program. A major concern of the Council has been to identify actions that would assure that the strengths of the program are maximized and its weaknesses reduced. Such actions would improve the national, State, and institutional administration of the title I program.

The national administration of the program has lacked the functional responsibility and resources to provide title I with strong linkages to other national programs which share objectives compatible with those of title I. Title I has supported projects which have shown the capacity of continuing education to assist programs for the aging, welfare recipients, the handicapped, and educationally disadvantaged. These are constituencies also served by the Department of Health, Education, and Welfare (DHEW) through other programs. Since the community service thrust of title I compliments various missions of the Department, agencies administering other DHEW programs would benefit nationally by closer coordination with the title I program.

The program also encompasses community problems germane to other Federal agencies. Environmental preservation, consumer protection, energy conservation, State and local administration, small business development and housing are community problems receiving title I attention which relate to the programs of other Federal agencies. With more effective coordination with these agencies, the educational programs of title I could aid communities in making more effective use of those programs.

Title I also has affinity with programs concerned with new categories of adult learners and new roles being contemplated by educational institutions seeking a more practical and relevant relationship to the total society of which they are a part. The principles of title I are in keeping with other nontraditional perspectives within postsecondary education.

The Federal Government has not given prominence to these existing and emerging requirements of postsecondary education. Within DHEW, there are units administering activities related to university-community relationships of the type referred to by the President when he asked for a real partnership between the academic community and the rest of our society. These include programs in environmental and consumer education. If more closely linked, these programs and related continuing education and community service activities from other departments could provide coordinated and reinforced support for greater community and university involvement in attacking significant problems of the Nation.

There is no administrative mechanism within the

Federal establishment which coordinates various Federal efforts on behalf of higher continuing education or the role of colleges and universities in meeting nontraditional needs.

The Council, therefore, recommends that the President establish a Bureau of Continuing Education and Community Service within the Office of Education to provide a National focus for Federal programs concerned with the education for adults in the world of work and other postsecondary nontraditional education programs. The responsibilities of the Bureau would include:

a. the administration of title I of the Higher Education Act,

b. the administration of programs relating to the financial and educational needs of adult part-time students,

c. the administration of related continuing education and community service programs within the Office of Education such as drug abuse education and environmental education,

d. a central information or clearinghouse function concerned with continuing education and community service projects and programs supported by Federal funds,

e. coordination with other Department of Health, Education, and Welfare and other Federal programs having similar or related concerns,

f. the administration of experimental and demonstration programs to make postsecondary education more relevant to the practical needs of adult part-time students and also to communities in using educational resources to solve social and economic problems.

* * * * *

The National Advisory Council has responsibility to review the effectiveness and administration of federally supported community service, continuing education and extension programs. As such, this Council is the logical vehicle to advise any Federal office such as that proposed above, which would encompass the concerns of postsecondary educational programs for adult part-time students and community continuing education and extension programs. To properly discharge this function, however, the Council should be given the added responsibility of advising on the educational and financial needs of adult part-time students. Such an assignment would complement its existing functions.

The Council, therefore, recommends that the National Advisory Council on Extension and Continuing Education have responsibility for advising the Secretary of the Department of Health, Education, and Welfare on programs relating to the financial and educational well-being of all adult part-time students in postsecondary education. This new responsibility will be in addition to and equal in importance to that of advising on the administration of title I of the Higher Education Act and that of reviewing the administration and effectiveness of all federally supported extension and continuing education programs.

* * * * *

The Council considers it significant that Congress requested this evaluation to recommend means for replicating and expanding successful title I projects and programs. Measures to replicate and expand projects provide the title I program with the opportunity to contribute more directly to solving problems of national concern and thus achieve national impact.

In such areas as the environment, consumer education, continuing education for women, and energy conservation, title I projects have broken new ground and have given demonstrable evidence of contributing to solving problems of national importance. Means need to be developed to capitalize upon such successful projects which serve needs which are national in scope and which, therefore, exist in many States and communities. Most necessary for achieving this is an authority for providing for national emphasis programs under which States having a specific program need which coincides with a national goal could receive funds to assist them in participating in such a program. This assistance should allow for participation in ways most appropriate to the situation of a particular State.

The Council recommends that Congress amend Title I to provide new legislative authority for National emphasis programs that would provide such sums as necessary to the Commissioner of Education to be allocated to and administered by the States to expand and replicate projects and

programs that would have national or regional impact. Such programs and the funds required to finance them would be requested by the Commissioner at the time of the annual budget request for Title I (HEA).

* * * * *

The Office of Education has lacked the resources required to strengthen and fully develop a technical assistance role which could help States in developing more effective programs and replicating successful projects. Action by the national office designed to assist States with planning, to improve coordination with other federally supported continuing education and community service programs operating in the States, and to replicate exemplary title I projects is required if title I successes are to become more frequent and normative throughout the program.

The Council recommends that Congress amend title I (HEA) to provide for an allocation of 5 percent of appropriations under title I (HEA) to the Commissioner of Education for the purpose of providing technical assistance to State agencies for program development, operational planning, and evaluations designed to improve the State administration of the title I program.

* * * * *

The presence of projects for similar problem areas among the States suggests the possibility of a greater sharing of information about the discipline of continuing education and community service. To date, this has been minimal. The Office of Education in its administrative and technical assistance capacity as well as its anticipated role in promoting the replication and expansion of exemplary uses of title I should take steps to bring to the attention of State agencies the knowledge being accumulated in the title I field. This would contribute to the efficiency and effectiveness of the program.

The Council, therefore, recommends that the Office of Education provide technical assistance and publish guidelines to improve the operations of State title I programs. Such assistance and guidelines would pertain to:

a. **improving the planning and project selection procedures of State agencies, including the stipulation that arbitrary limits upon the level of funding or duration of project grants do not constitute valid bases for project proposal approval,**

b. **improving the operations of State title I advisory committees,**

c. **improving communications between the national title I office and the States to encourage the sharing of information about title I projects and programs,**

d. **encouraging and assisting State agencies to initiate projects to be conducted by eligible institutions within the State.**

* * * * *

In order to strengthen its capacity to advise on the administration of title I (HEA), the National Advisory Council on Extension and Continuing Education should have more frequent and systematic contact with State agencies and State advisory councils. As the title I program nationally expands its technical assistance function and as new programs are encouraged upon State agencies, the National Advisory Council considers it important to become more aware of the effect of these activities upon State operations and will, therefore, further its contact with State agencies and initiate contact with State advisory councils. The Council intends to have regular communication with these bodies in order to share with them the results of this evaluation and to solicit their observations and concerns about the title I program. The results of such contacts will provide a better basis for future studies by the Council and contribute to its annual reports to the President, the Commissioner of Education, and Congress.

The Council has given special attention to the State administration of the program because of the critical nature of decisions which occur at this level. Where continuity of State administration has existed, State administration has improved with the accumulated experience of agency staffs and guidance from the Office of Education. However, the Council finds that more effective State administration of the program is warranted if greater program impact is to occur.

Of major importance to State agency operations is the quality of its program planning. Operational program plans are weak in many States. Positive measures are required to assure that plans are developed which are consistent with and capable of leading to the implementation of State priorities. Such plans should also indicate steps to implement goals over a projected period of time and provide for periodic evaluations of projects and the State program.

The Council recognizes that the present operating budgets and staff resources available with States are insufficient to the planning and evaluation functions being proposed; although several States have, with limited staff, moved in the direction of more effective planning and better project monitoring. This process needs to be accelerated and assured in all States.

Moreover, extension and continuing education are an integral part of the program of many colleges and universities—linked to their research and on-campus undergraduate instruction, each program benefitting from its relationship to the other. Extension and continuing education programs are not likely to be universally included and receive their share of emphasis unless accounted for in planning for postsecondary education. In many States, statewide comprehensive planning for postsecondary education is in the early stages of development. The Council believes that such planning needs further development and that it should include extension and continuing education.

Comprehensive State planning which encompasses continuing education and extension would contribute to the strengthening of title I planning. The ideal situation would involve better statewide planning for continuing education and extension programs as well as more effective planning for title I by State agencies.

Therefore, the Council recommends that Congress amend Title I (HEA) to permit an increase in the administrative allotment to each State from $25,000 to $40,000 to provide resources to State agencies for developing operational program plans and conducting periodic evaluations of State title I (HEA) operations.

Such actions should be complemented by steps to strengthen the State planning effort for all of postsecondary education so that State priorities for continuing education and community service may be elicited and communicated to the State title I agency.

The Council's study indicated that some States fund projects in order to distribute title I resources among many institutions. The rationale behind such a practice is to enable more institutions to participate and develop experience in continuing education and community service. The funds available with most States are not adequate to provide for impact upon problems if funds are too widely distributed for different program and institutional purposes. A few States formally limit the level of funding and duration of grants given to institutions and others informally observe this principle. This practice can do a disservice to institutions and programs which may need support for a longer period of time in order to influence the problem being addressed or to develop sufficient institutional capacity to deal with it.

The selection of projects should be predicated principally upon the contribution which institutions can make to serving most effectively the problem-solving purposes of title I. Evidence shows that discursive funding in States is counter to maximizing impact upon problems and does not, in fact, assist in strengthening the continuing education capacities of institutions. The Council in recommending that the Office of Education publish guidelines and provide technical assistance for improving State agency operations has added the stipulation that these guidelines indicate that such practices as those cited above do not constitute valid bases for project proposal approval.

Assistance to institutions can contribute to problem solving if such support is designed to create competencies presently lacking and clearly needed within the State. While projects should be selected primarily for their ability to assist with community problems, the Council also acknowledges the desirability and legitimacy of developing, in a select number of institutions, continuing education and community service competencies which serve valid program purposes.

The Council recommends that Congress amend title I (HEA) to authorize State agencies to use up to $75,000 or 20 percent, whichever is less, from State allocations to develop the capacity of a select number of postsecondary institutions to engage in community service and continuing education pro-

grams not otherwise available. Such grants to institutions would:

- **a. not exceed $25,000 or be available to a single grantee for more than 3 years,**
- **b. be matched by the recipient institution(s),**
- **c. require a commitment from and demonstration of the recipient institution's capacity to maintain the level of effort in continuing education and community service established by the grant,**
- **d. be awarded on the basis of a specific program plan,**
- **e. be evaluated by the State agency providing the grant.**

State agencies should be encouraged to stimulate institutions to develop and conduct projects which reflect State initiated programs. Such efforts would also give greater focus to State programs and encourage agencies to coordinate relevant continuing education resources of the State in the interest of more concerted title I problem-solving efforts.

In defining areas for Office of Education assistance to State agencies, the recommendation concerning OE's technical assistance functions included assistance to encourage State agencies to initiate projects to be conducted by eligible institutions in the State.

* * * * *

Title I is a community problem-solving program and as such requires strong input from community representatives. State advisory bodies have been an important source of community knowledge concerning title I programs and priorities in most States, and their operations should be strengthened to preserve the community focus of the title I program.

With the creation of postsecondary education commissions in some States which also serve as the duly constituted State agency for title I (HEA), a separate advisory body for title I (HEA) has been considered unnecessary because the commissions conform to the requirements of the title I law. However, such commissions are not likely to provide the title I program with the specific advice and guidance required to insure the community emphasis of the program.

The Council recommends that Congress amend title I (HEA) to require all States to have advisory bodies specifically designated to consult with and assist the agency administering title I (HEA). Such bodies should be representative of the community and not comprised of membership from educational institutions in excess of one-third of their total membership.

Certain characteristics were most pronounced among those projects having greatest impact in assisting persons and communities to solve problems. While recognizing the variety inherent in the title I program, the Council and independent consultants associated with the evaluation found that projects were most successful when they were:

—well managed, that is characterized by effective planning, organization, and monitoring;

—related to persons or groups experiencing problems directly or who had a significant relationship to the problem which would allow for assistance to be directly applied to its solution;

—supported by institutional competencies, relevant methodologies, and community resources appropriate to the problem;

—aimed at problems of sufficient significance to the community and involved an adequate number of important client groups so that the prospect for change was greater;

—actively supported by the sponsoring institution and its administrative leadership as well as the community, and devoted resources required to give the project visibility and a definite capacity to assist in solving problems.

In short, the evaluation has identified relative degrees of effectiveness among title I projects and characteristics which are positively associated with effectiveness. The body of knowledge which this and other evaluations have produced about the operation of title I projects indicates a need for greater dissemination about the workability of various strategies of continuing education and community service. The cumulative experience of title I activity needs to become the basis for selecting, monitoring and evaluating projects. As these processes are developed and refined, a more reliable body of knowledge about what works best in this complex and varied field will be possible.

All administrative and advisory bodies associated with the title I program should apply these standards in improving the effective of the title I program.

* * * * *

The Council's recommendations are designed to strengthen and extend recognizable achievements of the title I program. Its evaluation shows that principles and purposes behind the title I program have been partially achieved and, with the strengthening measures suggested in this study, are capable of being more fully realized. ☐

Community Colleges and the Educational Needs of Older Adults

JOSEPH M. STETAR

In recent months, higher education has directed its attention to the educational needs of our nation's more than 21 million senior citizens. However, in their efforts to assist this group, community colleges have become involved in direct service functions conventionally assumed by social service agencies and are performing activities which may pose a threat to the educational function of postsecondary education. This article suggests that community colleges concentrate their energy and resources to meet the significant educational needs of older adults and identifies several areas which deserve greater consideration.

Colleges across the nation are moving away from their almost total preoccupation with young people and focusing their attention upon the educational needs of adults. Through special programs and outreach efforts, they are also bringing the older adult into the realm of higher education.

The importance of education for the older adult is underscored in a recent study sponsored by the American Association of Community and Junior Colleges which suggests that an educational program provides the much needed "vehicle for reintegrating the elderly into community life."[1] The

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[1] Andrew S. Korim and Ann P. Maust, *Aging as a Priority for Community Colleges*, (Draft copy September 14, 1973), American Association of Community and Junior Colleges, p. IV-12.

JOSEPH M. STETAR *is director of continuing education, Niagara County Community College, Sanborn, New York.*

potential audience for such an effort is significant: at present more than 21 million persons, approximately 10 percent of our total population, are over the age of 65, and this group will grow in the years ahead. If zero population growth is attained it is expected that by the year 2000 approximately 16 percent of our population (30-45 million) will be over 65.[2] The literature reveals that community colleges are providing services ranging from the operation of senior citizen centers to the development of educational programs for the elderly and those who serve the elderly. As with all rapidly expanding fields, it may be useful to reflect upon the appropriateness of new programs to the mission of higher education, evaluate the impact of such programs upon the community, and suggest some possible areas for future expansion.

Community colleges have demonstrated their commitment to life-long learning by conducting a variety of programs specifically designed for the older adult. These services, frequently available without charge, are conducted at senior citizen centers, neighborhood centers, older adult housing projects, and the college campus. Where courses are offered they cover such topics as estate planning and money management, preparation for retirement, the older person in contemporary society, problems of twentieth century America, and creative writing. A perusal of services to the aging reveals that several community colleges have moved from the areas of planning, coordination, and education to the delivery of direct services. Colleges are sponsoring or involved in such activities as:

(a) publishing monthly newspapers detailing senior citizen activities
(b) serving as the area agency on aging
(c) organizing senior citizen travel clubs
(d) conducting a telephone reassurance program for senior citizens who live alone
(e) preparing and delivering meals to the elderly
(f) arranging transportation for the elderly to the physician, church, and shopping center
(g) organizing and operating senior citizen centers

While such direct services are humanitarian, and doubtlessly appreciated by older adults, they raise certain questions regarding the appropriate areas of community college involvement. With many potential areas of service open to the college, it is imperative that the specific areas of activity be prudently selected. If colleges assume the role of providing direct services to the aging, may they not then be called upon to do the same for every other community group with a worthy cause? If the college elects to house and administer a senior citizen center is it not equally required to accommodate a child care facility should the need arise? And what should the response of the college be when it is asked to sponsor a rehabilitation center for alcoholics or a methadone clinic for addicts? The origin and purpose of the community college suggests that community service activities be rooted in the educational mission of the institution. The need for circumspection in assigning new duties, roles, and missions to institutions of higher education is emphasized by the Report of the Commission on Post-Secondary Education in Ontario which warned the provincial government to *resist* temptations to overload the Colleges of Applied Arts and Technology (more or less the Canadian counterpart of our community colleges) with assignments that would undermine the quality of their educational work.[3] In addition, Gunder A. Myran suggests that the community service function is legitimatized only to the degree "that it is an extension or expansion of *educational resources* directed toward the needs of the community" (emphasis added).[4]

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[2] Ruth B. Weg, "Concepts in Education and Training for Gerontology: New Career Patterns," *The Gerontologist*, 13 (Winter 1973), p. 449.

The college which relinquishes its role as a teaching/educational institution and assumes the function of a social service agency loses a measure of its value to the community. The college which directs its resources and energies (even on a temporary basis) to the development and organization of a senior citizen's center, or the administration of a system of telephone calls and daily meals for the aged may well find that it cannot readily divorce those roles at a later date. The risk is that public perception of the community college may have changed from one of an institution of higher education to one of a social service agency, a role which the college cannot hope to fulfill adequately.

Once an ad hoc, yet formal, structure has been established for providing such assistance the college will likely face significant internal and external pressure to perpetuate and expand the service even though other community organizations better equipped to perform the task have emerged. A recent study by Charles R. Monroe suggests that the community college must protect itself against the possibility of "dissipating its resources by trying to perform so many different services for the community that it may not be able to perform its primary task of providing . . . quality education."[5]

Prior to embarking upon a program of direct service the community college ought to make certain that it has developed plans to meet the educational needs

[3] Report of the Commission on Post-Secondary Education in Ontario, *The Learning Society*, (Toronto: Ministry of Government Services, 1972), p. 20.

[4] Gunder A. Myran, "Community Services: Outside the Open Door," *Perspective on the Community-Junior College*, eds., William K. Ogilvie and Max Raines, (New York: Appleton-Century-Crofts, 1971), pp. 413-14.

[5] Charles R. Monroe, *Profile of the Community College*, (San Francisco: Jossey-Bass Inc., 1972), pp. 31-32.

of older adults. Recent studies indicate that many older adults, educated in the early 1900s, have only the basic skills of reading, writing, and arithmetic and must be considered scholastically handicapped. More specifically, it has been noted that nearly 70 percent of those 65 and over have only eight years of schooling or less. Even more important is the fact that approximately one-fifth of those over 65 have four years of school or less and are considered functional illiterates. Finally, about 7 percent of the aged lack any formal education whatsoever.[6]

In addition to the potential for meeting basic educational needs of older adults the college can survey its service area to determine if sufficient opportunities are available for the basic training of students in the field of service to the aging as well as updating the knowledge of current practitioners. A well-conceived educational program can serve the professional development needs of such groups as managers of public housing for the elderly, nurses aides, nursing home administrators, and physical therapy and occupational assistants and aides. Moreover, the college may be capable of providing leadership training and communication skills to a variety of individuals and organizations which serve the aging. The need for educational programs in this area is formidable. One recent study reports that 80 to 90 percent of the approximately 330,000 people working with the aged lack formal preparation. Moreover, it is estimated that one million professional–technical workers in the field will be needed by 1980.[7]

In addition, colleges can organize seminars for social scientists, city planners, architects, policemen, lawyers, physicians, recreation workers, and government officials to insure that the special needs of the elderly are acknowledged and met. Colleges might also address the problem of negative attitudes toward the older person: a community survey may indicate that the bulk of public opinion fails to take into account the active involvement and creative potential of older adults. To redress such a situation higher education might make a major effort to develop media (e.g. slides, films, television, theater) capable of heightening "societal awareness and build [ing] a more positive image of age."[8]

Community colleges may wish to increase their linkage with local business and industry by asserting leadership in the development of programs designed to prepare employees for retirement. Colleges might also cooperate with employers in providing second and third career opportunities for middle-aged and older adults. Finally, programs such as the Retired Senior Volunteer

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[6] Lowell Eklund, "Aging and the Field of Education," *Aging and Society*, Vol. II, ed., Matilda White Riley, (New York: Russell Sage Foundation, 1969), pp. 328-29.

[7] Weg, *op. cit.*, p. 449.

[8] *Ibid.*, p. 450.

Program (RSVP) and Foster Grandparents, provide an excellent opportunity for colleges to maximize the talents and satisfactions of older persons engaged in these projects by conducting short courses and workshops designed to meet their specific developmental needs in relation to these activities.

The strength of the community college and its value to the local area rests in the fulfillment of its educational mission. While senior citizens (or any other group) may require additional health care, better counseling, improved transportation or meals, the community as a whole needs an institution capable of asserting positive, responsible leadership in stimulating the local area to realize its potential. While many localities would derive benefit from an additional social service agency they also need a nonpartisan arena where local problems can be discussed and solutions developed and applied. If a community desires an additional social service agency, it must create one. Once the community college begins to act as a social service agency it will be treated as one by government and a precious educational heritage will have been lost. The community colleges cannot be all things to all people. Founded for a specific purpose, their potential as educational institutions is far from exhausted.

Never Too Old To Learn

A Report

Submitted to
the

Edna McConnell Clark Foundation
250 Park Avenue
New York, New York

by the

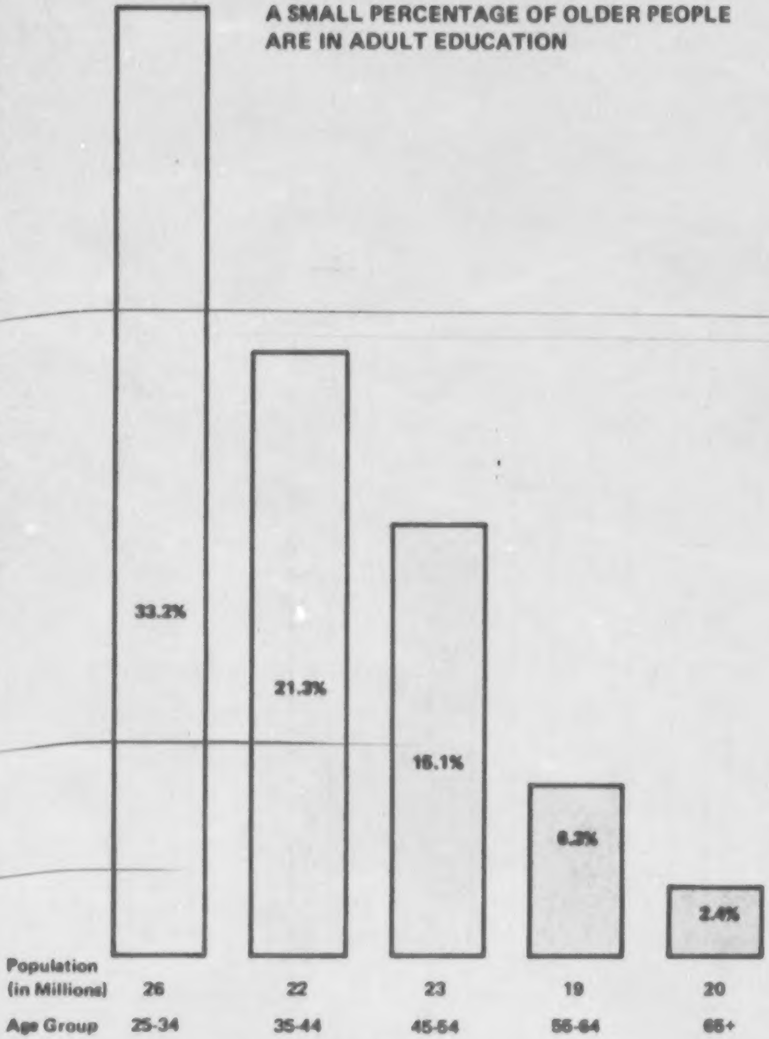
AED

Academy for Educational Development, Inc.
680 Fifth Avenue
New York, New York

June, 1974

CHART 2

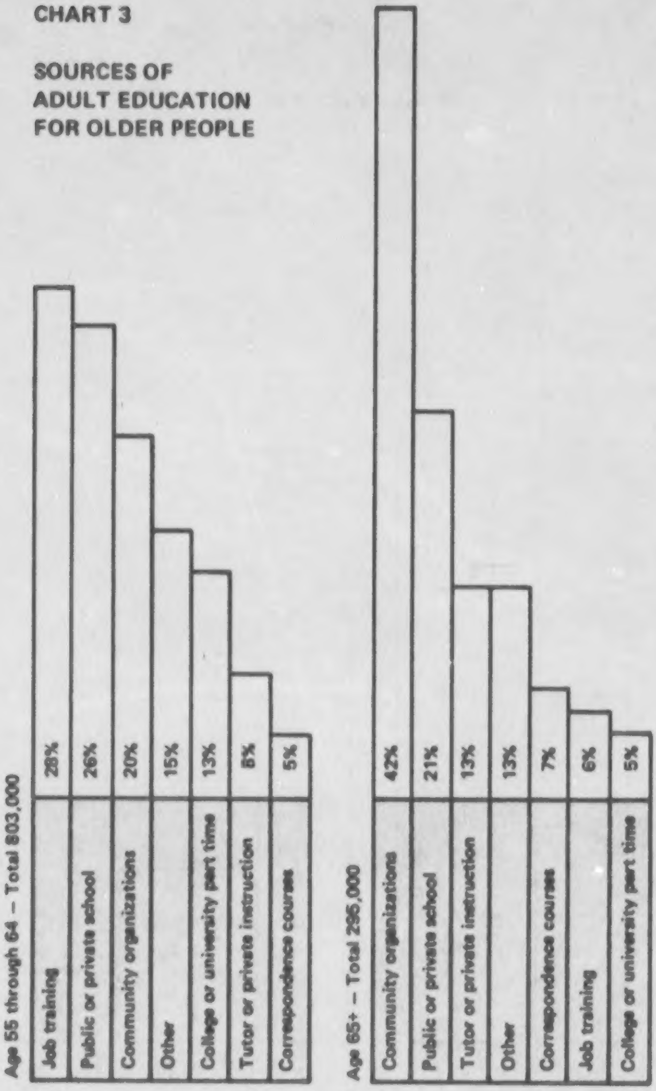
A SMALL PERCENTAGE OF OLDER PEOPLE ARE IN ADULT EDUCATION



Source: U.S. Office of Education, 1972

CHART 3

SOURCES OF ADULT EDUCATION FOR OLDER PEOPLE

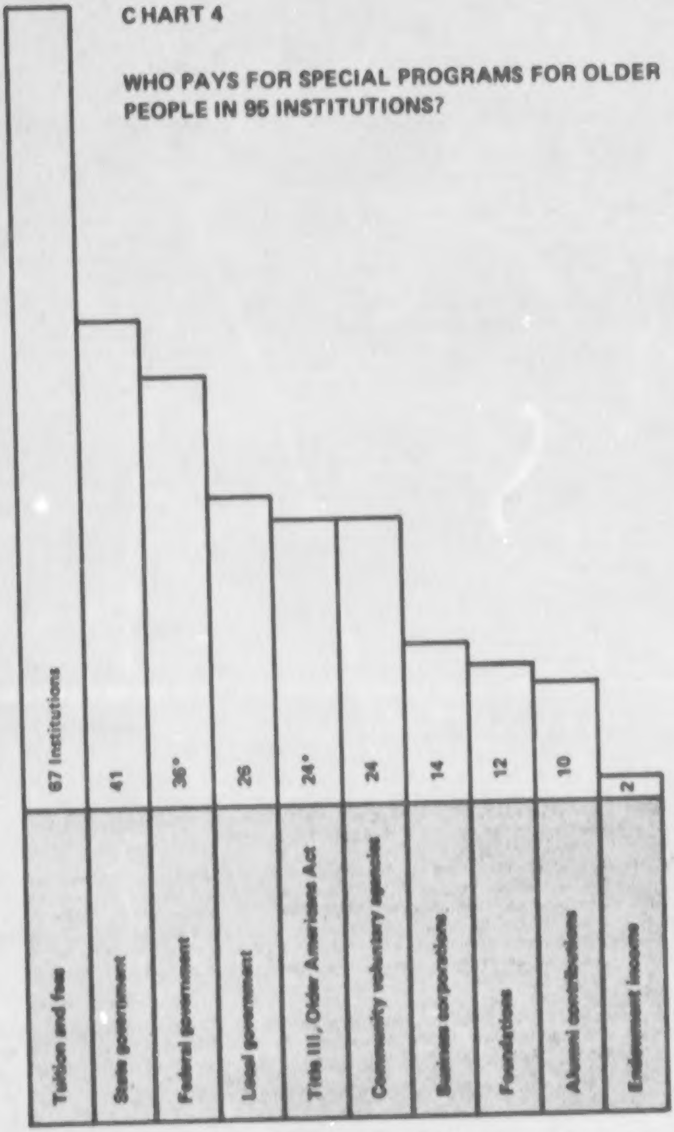


Source: U.S. Office of Education, 1969

Note: Some adults get education from more than one source.

CHART 4

WHO PAYS FOR SPECIAL PROGRAMS FOR OLDER PEOPLE IN 95 INSTITUTIONS?



*Some overlap exists between these two categories.
Source: AED Survey 1974

Concurrent General Session I
Monday, March 11

LIFELONG LEARNING: WHAT'S THE CORPORATE ROLE?*

David J. Culbertson
President, Xerox Education Group, and Vice-President, Xerox Corporation

Ladies and gentlemen, thank you very much for your warm reception. It is a pleasure to be here with you this morning.

First, let me share a little good news with you. I pledge not to mention Watergate or the energy crisis. I will try my best not to quote Peter Drucker or Alvin Toffler. And I won't tell you how calm the campus is now compared with the 60s. Admittedly, that does not leave a hell of a lot to talk about!

Now, the bad news. I am going to talk a great deal about Xerox. Even our public relations people have warned against this. But please believe me. I am not trying to promote my company. I am merely trying to speak from experience, to give you a perspective of one corporation and how we are involved in lifetime learning, to explain how in many ways the corporation and the university have similar objectives.

There was an old radio commentator who was renowned for his clarity and conciseness in his broadcasts. When asked what he attributed his success to, he said, "the key is to tell them what you're going to tell them, tell them, and tell them you told them." That strikes me as pretty good advice so let me try to follow it here and tell you what I am going to tell you.

First, I would like to speak about change in America and how that relates to the university.

Second, I would like to talk about change in the corporation's training and education needs.

Third, I would like to talk about some xerox programs that address our particular needs as a company.

And, fourth, I would like to touch briefly on some of our education involvement in a rather unusual way--as an educational publisher.

I am not suggesting that what Xerox does is typical or that it is a model that should be followed by others. On the contrary, Xerox is a rather unique corporate institution. Consequently, I am going to try to give an overview of higher or continuing education as we see it and as we implement it.

Let me pick up my first point--change in higher education. It has become almost trite to talk about change in society. Scores of observers--some of them seated in this hall I am sure--have written about it. There seems to be a general concensus that all of our institutions--business, government, political, religious, social and cultural--are poised on the threshold of their period of greatest revolution, what Charles Frankel has called "change in the tempo of change."

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*Address presented at the 29th National Conference on Higher Education, sponsored by the American Association for Higher Education, Chicago, March 11, 1974. Permission to quote or reprint restricted.

I submit that the university cannot ignore this change. There are several reasons, I think, why the time for debate is quickly passing us by. Higher education will no longer be operating in a growth market by the end of this decade. We are now, most experts tell us, at zero population growth. By 1990 or thereabouts, we will have the same number of college age men and women that we had back in 1965.

I would go on and I am sure that each of us here could add his or her own evidence to support an already convincing case that the college age market over the foreseeable future is stagnant at best and declining at worst.

Added to this bleak prospect is mounting evidence which suggests that proportionately less of these young adults want to go to college. Again, consider the facts: just four years ago, fully 45 percent of our 18 to 21-year-old males were enrolled in college. That percentage has since slipped to 36 percent. Applications to four-year colleges have decreased ten percent in the past four years. The much ballyhooed increase in the number of young women being attracted to the campus also appears to be proportionately leveling off.

Again, the message is clear. Proportionately less or our high school graduates are aspiring to college. They are apt to seek out a life style that does not look favorably on a degree. Or they are apt to try college for a year and conclude that they don't need it or that there are alternate ways to gain the same knowledge.

I was impressed recently with an experience I had in connection with a university advisory board I serve on. We surveyed recent graduates of the business school--considered to be among the finest in the country. Although the graduates were--by and large--satisfied with their schooling, one area of dissatisfaction leaped out. Students thought that they were ill-equipped for the "real world." Among other things they wanted more speakers from business, more case studies, more computer training and more practicality.

Much of this dissatisfaction is a result of the times in which we live. Student know that they can get at least some of the knowledge traditionally provided by the university from other sources--independent study, cassettes, the library, work-study programs, and, yes, even television.

And now let's add to the campus problem one more dimension. Competition. For centuries, we have looked to the university as the source of post-high school education. The last few decades have changed this dramatically.

Today, the change is particularly evident. Three of the largest corporations in America now offer bachelor's degrees (IBM, GE AND AT & T). The Arthur D. Little firm has received authorization from the state of Massachusetts to give an MBA in management.

And the impact is spreading. One quite respectable report I saw recently suggests that the rate of increase in these new "business universities" is more than triple the rate of growth in more traditional universities. Another report indicates that more than two million students are currently enrolled in these profitmaking institutions of higher education.

When we tie all of this together, it is a rather compelling case for the necessity of the university to respond to the buyer's market. Sheer numbers in the marketplace are stagnant or declining. The desirability of a traditional college education is no longer taken for granted. And there is an increasing trend toward competition from business.

Rather than speak any more on change as it affects your institutions and rather than run the risk of repeating what has been said so many times, before, I thought it might be more useful to pause here and run a brief film on change as seen through the eyes of one company--Xerox.

Age of transience. When we tie all of this together, it is a rather compelling case for the necessity of the university to respond to the buyer's market. That, incidentally, was the theme of the association's recent regional conferences.

And now let me turn to my second point--that the corporation and society at large have different needs, needs that for the most part are not being fulfilled by our colleges and universities, needs, as that film said, to help our people cope with technological change. Traditionally, our institutions of higher learning have fallen into the "1/3, 1/3, 1/3 syndrome." All of us have broken life into three neat segments. The first part was devoted to learning, the second to earning, and the third to enjoying the rewards of our labor.

Clearly, that has gone out the window. Today's engineer--to cite the most extreme example--must spend a good part of his life learning. If he or she leaves college tomorrow, half of what was learned will be obsolete by age thirty.

Keeping up with technology is a problem not only for the engineer or scientist, but for all of us. The shift in manpower requirements brought about by technological change is awesome: automatic elevators have displaced 40,000 elevator operators in New York City alone. New equipment in the United States Census Bureau now enables 50 statisticians to do the work requiring 4,000 people in 1950. The check-writing staff in the Treasury Department has been reduced from 400 to four.

Comparable statistics exist for the chemical, aircraft, communications, metals, mining, transportation and other major industries. Americans have, of course, faced major manpower challenges in the past--the settlement of vast uninhabited areas on the frontier, the transition from an agricultural society, the assimilation of millions of immigrants, and massive wartime demands.

Why, then, all this recent interest in manpower development and training? The reason for this interest is, I think, that Americans have come face-to-face with a dramatic new manpower situation--a situation requiring adjustments for which our existing structure of educational institutions and practices is not adequate.

Nor is the upsurge in the rate of change a temporary or accidental condition. It reflects fundamental social and economic forces that are likely to be with us for a long time. One of the most important of these forces is, of course, the progressively faster pace of technological change. Over a relatively few years, the advance of technology has created whole new industries--missiles, electronics, business machines, plastics, new forms of research--to mention a few.

New technology has substituted brand new skills for older skills of traditional importance. We can cite data such as the fact that professional and technical employment rose 50 percent in the decade of the fifties and another 70 percent in the decade of the sixties--more than three times the rate of increase in total employment.

But the dry figures do not even begin to convey the drastic impact of the change.

New technology has been squeezing the unskilled worker out of the labor market and putting a premium on ever more advanced training. This process has been popularized as "automation," but giving it a name is of little help to the many thousands of displaced workers who must adjust to other industries and occupations in seeking their livelihood.

The question remains, however, who is going to do this? Traditionally, Americans have relied a great deal on formal schools to prepare our young people to enter the labor force. This reliance is fading fast. There is growing public awareness that the nation's school system is not keeping abreast. A recent gallup poll, for example, indicates that the public perceives a "wide chasm" between the courses that schools offer and the training that people need for the world of work.

While educators place a high priority on developing a student's mind and turning out a well-rounded human being, the public, according to gallup, is more concerned about jobs. A cross section of two thousand adults representing "a true microcosm of the nation" was asked to name the chief reasons why children should get an education. Forty-four percent said to get better jobs, and 43 percent mentioned to make more money.

Yet, there is growing doubt that colleges and universities really fulfill this purpose.

I agree--in part. But this is not to say that our institutions of higher education cannot or should not fill this void. Abandoning the idea of school as an essential, if not exclusive, element in education would be tantamount to surrender in the struggle to introduce hundreds of thousands of human beings to the kind of education which involves the systematic assimilation of knowledge and skills.

The third subject I wanted to mention is what Xerox is doing about addressing some of its needs. Some of our steps are rather traditional, albeit important. For example: We encourage our people to attend colleges and universities through a tuition aid program that covers 65 percent of the cost. Last year, some 4,000 people participated. We maintain a formal relationship with a half-dozen leading universities so that our people--particularly our research and development people--continuously receive research reports, have the opportunity to attend seminars and conferences of interest, and can avail themselves of the resources--both human and physical of the campus. Xerox, of course, underwrites the cost to the university. We encourage--and pay the cost of--our employees' participation and membership in a wide range of educational and academic societies and associations. They run the gamut from the National Council of Teachers of English and the American Association of Publishers to the Information Industry Association and the American Association for the Advancement of Science.

But those kinds of activities are only a part of what we do. More important it seems to me, are some recent developments that take into account the fact that all learning does not take place in traditional ways. Much learning, as Aristotle discovered a little before many of us, comes from worldly experience.

That recognition was part of the motivation that led Xerox a few years ago to embark on its social service leave program--a program that enables some 25 people each year to take a paid sabbatical to work in a non-profit, socially oriented agency.

The results have been most gratifying. Xerox people have worked in drug rehabilitation centers, on Indian Reservations, for the National Organization of Women, in homes for the blind, the deaf and the retarded. I don't think that I have to belabor the point that they have received at least as much as they have given and that they have returned to Xerox as better people.

Indeed, the program has been so successful that we hope to announce very shortly a national program that will enable and encourage and motivate all employees to participate more actively in their communities.

These kinds of programs foster learning of one sort. Its importance cannot be overemphasized. But neither can learning of the skills that help the individual do his or her job better and which enable them to move on to more challenging and fulfilling positions.

For years, Xerox has placed a heavy emphasis on training and educating its people. Most of this has been done on a decentralized basis. Sales training at Fort Lauderdale and Rochester; service training at five regional training centers throughout the country; management training at Exeter and other locations, and so on.

A few years ago, we began to recognize that our training and educational needs were going to expand dramatically during the 1970s and 1980s. As a relatively small, growing company in the 1960s we were able to go out and recruit the people we needed from other companies who, many times, were doing a better job of training than we were. Now that we have grown so large, this approach is no longer feasible.

In 1968, Xerox had 45,000 employees. At the end of 1972, we had 75,000 employees. And by 1978, we will have 135,000 people working for Xerox around the world. That is well over a three-fold increase in just a decade.

Moreover, the technology that these people will be dealing with has grown more complicated and sophisticated. We have introduced several new products over the past few years and more are on the way. The training of our people who are going to service and sell this equipment has to become proportionately more sophisticated, intensive and educationally sound.

For all these reasons, the decision was made late in 1971 to construct a central training facility. Our first students will begin their classes in just a few weeks. I thought you might be interested in a few slides that give a better indication than I can of the breadth and scope of the facility.

Slide #1: This is an aerial view of part of 2300 acres of Xerox property where the center is being built. It is in Leesburg, Virginia, a short drive from Dulles International Airport and 30 miles from downtown Washington, D.C. That's the Potomac on the top of the screen.

Slide #2: This is an architect's model of the center as it will appear upon completion. As you can see, we are trying to capture some of the calm of the campus. It will include a pool, two gymnasiums, an auditorium with a seating capacity of 2,000 and tennis courts--very much a campus environment.

Slide #3: And here's an artist's rendering of the dining room. We are hoping that the center will be very much a self-contained facility that provides the student with everything he or she needs. In fact, plans are already underway to draw upon the cultural and intellectual life of Washington, to have guest lecturers, seminars, entertainment, etc. If one of you found yourself walking through Leesburg and thought you were at a university, then we would know we have succeeded in meeting our objectives.

Slide #4: Students at the center will live in groups of six. Each student will have his or her own room and desk. Within a year or so, each room will also have a closed-circuit television. Two channels will be activated immediately and eventually 25 separate channels will be used. Students will be able to "order up" tapes and films while they are studying in the evening.

Slide #5: Each grouping of six residence rooms has a student lounge--another way we hope to foster interchange and communication among our people. Incidentally, living at Leesburg will be very democratic. All the residence rooms are the same--whether it's inhabited by a clerk or the president. We expect this lounge to be a kind of corporate melting pot. Under ideal situations the groups will be heterogeneous--with the members varied in terms of professional background, length of service and area of the world.

Slide #6: And that--in very broad brush--is what Leesburg is all about. It is filling a very important educational need--one that the university is not equipped to do and probably does not want to do.

Now, let me turn to a rather distinct area of Xerox involvement in education--our Educational Publishing Division. Several years ago, Xerox ventured into the publishing business partly to make money, partly because education fascinated us, partly because we thought we could help in one of society's most challenging arenas.

Slide #7: Blank

Slide #8: (Xerox Education Group)--nine operating units in the U.S. and several overseas. One of the largest educational publishers in the country. More than 4,000 employees in 27 locations worldwide.

Slide #9: (List of Companies)--U.S. companies are divided up into four general groups that service for different kinds of customers: formal education--Elementary Schools, High Schools and Colleges. information services--Libraries, Publishers, and Scholars.--adult education--Courses For Industry, Vocational Training. --consumer--Book Clubs, Record Clubs, Children's Encyclopedias, etc. for the Home.

Slide #10: Together these companies produce and market some 600 product lines. They include:

Slide #11: (Ginn and Company)--one of the oldest and most respected elementary-high school publishers in the nation. The largest company within the Xerox education group, founded in 1867--more than a century ago.

Slide #12: (SWRL Program)--the U.S. Government supports several educational research laboratories throughout the country. One of them--the Southwest Regional Laboratory--developed last year a program to teach reading to children in kindergarten. The government then chose Ginn as the publisher .

Slide #13: (American Political Behavior)--another new Ginn program. Aimed at high school students. Teaches them what the American political system is all about, its weaknesses as well as its strengths. Includes books, games and films.

Slide #14: (Xerox Education Publications)--Publisher of supplemental educational materials such as classroom newspapers, periodicals, and paperback books. Founded in 1902.

Slide #15: (First Current Events)--Current events, first published in 1902 by a Massachusetts journalist by the name of Charles Palmer Davis. By 1925, the newspaper for high schoolers was being read by more than one million youngsters. It sold for less than a penny a copy during the first decade of its existence.

Slide #16: (Recent Current Events)--Since those early years, current events has taken on a new look. It has grown from four to eight pages, is printed in color, and talks about the issues of the day in an objective and frank fashion.

Slide #17: (My weekly reader)--Xerox education publications is probably best known as the publisher of my weekly reader, the newspaper for children. Seven separate editions for grades kindergarten through sixth. Circulation of 12 million youngsters. Most widely read paper in America.

Slide #18: (Black America Series)--Series of ten books that trace the history of the black in America from the days of slavery to the present. Written by Dr. Earl Thorpe, a distinguished black historian.

Slide #19: (Public Issues Series)--Thirty books on history, civics, government, problems of democracy, world history, current issues, more than five and a half million copies have been sold.

Slide #20: (Xerox University Microfilms)--World's largest supplier of books and periodicals on microfilm. This year alone will sell more than 10 million feet.

Slide #21: (Vault)--Housed in this vault is one of the world's largest libraries--all on microfilm. Newspapers from the Atlanta Journal and Constitution to the Japan Times. Magazines from Time and Life to National Georgraphic and Vanity Fair. Books and Periodicals from the 1600s to the present.

Slide #22: (Camera)--New material is being added to the vault constantly. Twelve cameras at Ann Arbor are operated 16 hours a day to put books, magazines, dissertations and other materials on microfilm.

Slide #23: (R.R. Bowker)--R.R. Bowker in New York also serves the library community. Founded more than 100 years ago.

Slide #24: Library Journal and School Library Journal, trade magazines for librarians.

Slide #25: Publishers Weekly, a weekly trade magazine for publishers.

Slide #26: (Xerox Family Education Services) Also in Middletown. Sells a variety of books, records and other materials to the family through the mail.

Slide #27: (Children's books)--A few of the many books sold to the home. This year XFES will sell more than 20 million books through its various book clubs.

Slide #28: (Young students encyclopedia)--A new encyclopedia series for the entire family, but written at a junior high school reading level.

Slide #29: (Xerox College Publishing)--The college textbook wing of XEO. Publishes a wide variety of books used in college courses.

Slide #30: (The Restless Americans)--The first college history book printed in color. Published by Xerox College Publishing.

Slide #31: (Russian Grammar)--Respected as leading book in its field.

Slide #32: Beyond Liberalism--More than 200 titles offered in most major

1975 Recommendations

Introduction

One of the Council's goals was reached in late 1974 with the passage of the Education Amendments (P.L. 93-380) which contained substantial changes in the Adult Education Act.

As the National Advisory Council on Adult Education worked on legislative specifications for the Adult Education Act, it also faced the challenge of identifying the degree to which those who were eligible for program services were, in fact, given the opportunity to participate. It quickly became apparent that information about the specific population identified in the law was lacking or, where available, required updating in light of new program thrusts and projected needs.

By the mid point of today's decade, the full impact of 1970 Census figures and what those figures projected was beginning to influence educational planners. Not only was the traditional education scene undergoing change because of smaller and shifting enrollments, but new relationships were being recognized as necessary between education, work, and American economics. Census figures indicate there are millions of Americans at the lower levels of schooling. This creates a major barrier for being able to work at all or improve ones "lot-in-life" when underemployed.

For well over a century, the major thrust in the American economy in general and in the employment of its workers has been in the direction of industrial development. The jobs this industrial development creates and offers demand new educational programs or adjustments in on-going ones.

President Ford recently requested ideas and concepts on new ways to bring the world of work and education closer together. In order to facilitate that relationship, the President's Advisory Council on Adult Education submits the following recommendations and supporting material contained in a publication titled ***A Target Population in Adult Education*** as evidence for the education, work, and economic needs of a large proportion of the American adult population requiring special assistance in a continued federal-state-local partnership.

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1

As the decade of the 1970's began, America found in its midst a total of 54-1/3 million persons of labor force age not enrolled in school and with less than a high school education.

The potential beneficiaries from programs in adult education will continue to be very large, comprising a significant proportion of all Americans. Even though a bigger percentage of the population is finishing high school and beyond, the population is also going up, still leaving America with large numbers of those below the norm in school attainment.

In 1970, there were more than 27 million workers 16 years of age and over with less than 12 years of school.

Projections for 1980 show that about the same number of workers will also not have completed high school by that year.

Projections for 1990 show there will still be about 22 million workers with less than a high school education.

The proportion of workers who have not finished high school will keep going down, but that declining percentage keeps being applied to an increasing number of workers, leaving the adult education target population still large.

THE RESOURCES FOR ADULT EDUCATION, THEREFORE, MUST CONTINUE TO BE PROVIDED AT LEVELS WHICH WILL TAKE INTO ACCOUNT THAT A LARGE GROUP OF AMERICANS WITHOUT 12 YEARS IN SCHOOL ARE GOING TO FIND IT EVEN HARDER THAN NOW TO COPE IN THE ECONOMY OF THE NEAR FUTURE.

2

Educational requirements for employment are becoming higher and a high school education or more is already the average entry requirement not only for professional and managerial work, but also for secretaries and typists, mechanics, carpenters, sales clerks and many, many others across the occupational structure.

THEREFORE, CURRICULA IN ADULT EDUCATION MUST BE MORE CONCERNED WITH RESPONDING TO THE NEEDS OF THE AMERICAN LABOR FORCE. IT MUST BE SIGNIFICANTLY ADVANCED IN ITS VOCATIONAL ORIENTATION AND IN THE PART IT CAN PLAY IN CAREER DEVELOPMENT.

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3

American education is an enormously complex and large process, involving all levels of government, the private sector as well, ranging from pre-kindergarten to post doctoral level and including, besides adult education, manpower development and training programs.

There is a need to coordinate the goals and the curricula, the mechanisms and the services that all of these programs provide.

IT IS URGENT THAT RESOURCES AND PERSONNEL BE MADE AVAILABLE TO BRING ABOUT A MORE EFFECTIVE WORKING RELATIONSHIP BETWEEN ADULT EDUCATION AND OTHER EDUCATIONAL ACTIVITIES WHICH WILL NOT ONLY ENHANCE THE IMPACT OF ALL OF THEM ON THE HUMAN AND ECONOMIC DEVELOPMENT OF THE PEOPLE INVOLVED BUT WILL PROVIDE THESE SERVICES ECONOMICALLY AND EFFICIENTLY.

4

The various groups who represent the target population of adult education receive significantly differential treatment among the various regions and states of the nation and the facts, issues and recommendations which bear on this matter are detailed in the target population report.

Cutting across all of these categories is a trend which carries enormous potentialities for a wide variety of programs in adult education. There is now evidence that we are moving away from the traditional rigid pattern of first growing up and going to school, then going to work and then retiring. More and more, we are combining schooling and work, often going back to either full-time or part-time education and training after a span of years in the labor force, often retiring and engaging in other activities and even entering alternate careers after early retirement.

Each of these episodes carries with it a need for some responsive educational and/or training input for which the curricula, teachers, and formats provided by adult education programs could be particularly appropriate.

ADULT EDUCATION, THEREFORE, SHOULD, AS A MATTER OF DELIBERATE DESIGN, SEEK OUT THE NEEDS AND OPPORTUNITIES FOR ITS SERVICES GENERATED BY THE GROWING NUMBER OF TRANSITIONS THAT ARE BEING MADE AMONG SCHOOLING, WORK AND RETIREMENT, AND MOUNT THE KIND OF PROGRAMS WHICH WILL HELP THE

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PEOPLE MAKING THESE CHANGES CONTINUE TO BE AS ACTIVE ECONOMICALLY, AVOCATIONALLY OR IN THEIR LEISURE TIME PURSUITS AS THEY NEED IN THE CHANGING PATTERN OF THEIR LIVES.

5

Whether by accident or design, the age of the adult education student in the federal program is getting lower.

THE COUNCIL RECOMMENDS CURRICULUM DESIGNERS TAILOR THEIR PRIMARY OFFERINGS AND METHODS TO THOSE WHO STILL HAVE MUCH OF THEIR ADULT WORKING FUTURE BEFORE THEM, AND TO OFFER A LEARNING ENVIRONMENT COMPATIBLE WITH THE LIFE STYLE OF THIS AGE GROUP.

6

A primary goal for each adult educator is to equalize educational opportunity for minority groups and individuals who are disadvantaged educationally by reason of race or economic conditions.

Data relating to minorities and ethnic groups, who are in adult programs or part of the target population to be served, are far from adequate.

AN IMPROVED INFORMATION GATHERING SYSTEM MUST BE DEVISED AT THE NATIONAL LEVEL TO PROVIDE CLEAR AND RELEVANT INFORMATION ON MINORITIES AND ETHNIC GROUPS ENROLLED AND ELIGIBLE FOR ADULT EDUCATION SERVICES.

7

The reduction of welfare payments and increased employment must be a common program objective, and adult education is clearly a tool to bring about this change.

THE COUNCIL RECOMMENDS THAT STATE PLANS REQUIRE OF LOCAL PROGRAMS A CONCENTRATED EFFORT ON IDENTIFICATION OF POTENTIAL ADULT STUDENTS WHO ARE WELFARE RECIPIENTS AND ASSIGN A HIGH PRIORITY TO THE ENROLLMENT AND RETENTION OF THESE INDIVIDUALS IN ADULT EDUCATION PROGRAMS.

THE ADMINISTERING AGENCY FOR THE STATE PLAN MUST DEVELOP COOPERATIVE AGREEMENTS WITH STATE

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WELFARE AND PUBLIC ASSISTANCE AGENCIES IN ORDER TO PROVIDE INCREASED EDUCATIONAL OPPORTUNITIES FOR THOSE PERSONS ON WELFARE OR ASSISTANCE ROLES. A STUDY OF SUCCESSFUL RECRUITMENT PLANS FOR WELFARE RECIPIENTS SHOULD BE MADE AND THE INGREDIENTS OF SUCCESSFUL PROGRAMS SHOULD BE IDENTIFIED AND DISSEMINATED.

8 Faced with constant movement, grinding work over long hours, health problems, and a degree of language difficulty, the migrant worker is an obvious client group for adult education. Only if adult education adapts itself to the migrant worker are they likely to use that learning opportunity.

The life of sheer nomadism makes it difficult to provide educational services to the migrant and his family.

THE COUNCIL RECOMMENDS THE ESTABLISHMENT OF A SPECIAL AGENCY TASK FORCE UNDER THE DIRECTION OF THE U.S. COMMISSIONER OF EDUCATION FOR THE PURPOSE OF ENHANCING EDUCATIONAL AND ALLIED SERVICES FOR THE MIGRANT WORKER. THE SPECIAL AGENCY TASK FORCE SHALL HAVE MEMBERSHIP FROM THE U.S. OFFICE OF EDUCATION, DEPARTMENT OF LABOR, DEPARTMENT OF COMMERCE, AND THE DEPARTMENT OF AGRICULTURE.

9 The undereducated adult in a correctional institution has to be a most likely candidate for adult education. Society in general stands to benefit, as well as the individual. Accordingly, the adult educator should give priority to attempting to learn what steps and procedures are followed in exemplary states.

THE FEDERAL GOVERNMENT SHOULD PROVIDE LEADERSHIP TO THE STATES IN PROVIDING INDIVIDUALS IN CORRECTIONAL INSTITUTIONS EVERY TYPE OF ADULT EDUCATION OPPORTUNITY WHICH MAY BE OF BENEFIT IN THE REHABILITATION PROCESS.

10 The target population of adult education is a very diverse group, cutting across all sectors of the American society. However, the problems of some specific groups warrant special attention.

One group is the older part of the population with below-the-norm school attainment.

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More than one out of every four persons found to have less than 12 years of school and not enrolled in school are 65 years of age and over; the adjacent age group 45 to 64 years of age accounted for another 38 percent of the total. Moreover, for both of these age groups, the concentration of people with very low levels of school attainment, e.g., no more than an elementary school education, is particularly heavy.

Schooling does make a big difference. Adult education can make the critical difference permitting the older person to have the option of continued economic activity.

THEREFORE, THE COUNCIL URGES THAT SPECIAL ATTENTION BE PAID TO THE OLDER PERSON IN ADULT EDUCATION PROGRAMS.

11

THE COUNCIL RECOMMENDS THAT LOCAL AND STATE EDUCATION AGENCIES, STATE ADVISORY COUNCILS, THE U.S. OFFICE OF EDUCATION, THE NATIONAL INSTITUTE OF EDUCATION, THE NATIONAL CENTER FOR EDUCATIONAL STATISTICS, AND THE NATIONAL ADULT EDUCATION CLEARINGHOUSE SEEK ANSWERS THROUGH RESEARCH AND SPECIAL STUDIES TO THE FOLLOWING POINTS:

A. **ARE ADULT AND ADULT BASIC EDUCATION PROGRAMS ORIENTED DIRECTLY AND/OR INDIRECTLY TO WOMEN?**

B. **IS THE AMERICAN MALE WITHOUT THE COMPLETION OF SECONDARY EDUCATION MORE RELUCTANT TO ENTER ADULT EDUCATION PROGRAMS THAN HIS FEMALE COUNTERPART? IF SO, WHY?**

C. **HOW CAN ADULT EDUCATORS IMPROVE RECRUITMENT TECHNIQUES?**

D. **WHAT ARE THE VARIOUS COST FACTORS ASSOCIATED WITH ADULT EDUCATION?**

E. **HOW CAN ANNUAL EXPENDITURE AND PROGRAM REPORTS BE IMPROVED TO REFLECT THE RELATIONSHIPS BETWEEN DOLLARS SPENT AND AGGREGATE HOURS OF MEMBERSHIP?**

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12 If program planning, proper accountability and assessment are to take place, a much improved information-gathering system is necessary before an adequate analysis on job related separations from the present program can be made.

THE COUNCIL RECOMMENDS THAT EDUCATION PLANNERS AT ALL LEVELS DEVELOP WAYS OF ISOLATING PROGRAM SEPARATION FACTORS FOR ADULT STUDENTS AS WELL AS DEVELOPING TECHNIQUES FOR DETERMINING THE UNIQUE "HOLDING POWER" OF SUCCESSFUL LOCAL AND STATE PROGRAMS.

13 The advance funding recommendations of President Ford for adult education in 1977 will help to eliminate the uncertainty of federal funds and facilitate advance lead time for program planning.

THE COUNCIL RECOMMENDS THAT CONGRESS IMPLEMENT THE CONCEPT OF FEDERAL ADVANCE FUNDING OF EDUCATION PROGRAMS.

14 A problem of national magnitude exists when 54 million adult citizens in America strive to function in society without the minimum skills of a secondary education.

In order to provide adult elementary and secondary education completion opportunities through a specific concentrated national thrust, an increased federal appropriation is needed in concert with expanded state and local commitments.

THE COUNCIL RECOMMENDS THAT THE PRESIDENT OF THE UNITED STATES AND CONGRESS TAKE STEPS TO APPROPRIATE $200 MILLION FOR THE STATE GRANT PORTION OF THE ADULT EDUCATION ACT.

15 The Council's concluding recommendation addresses the need for a NEW learning pattern for adults in a changing society.

THERE IS A NEED IN AMERICA FOR LIFETIME LEARNING. THE COUNCIL RECOMMENDS A NATIONAL POLICY AND COMMITMENT TO LIFETIME LEARNING AND A FEDERAL PROGRAM TO BEGIN ACTION TO DEAL WITH THIS NATIONAL NEED. (*A Target Population in Adult Education:* page 156.)

The Council

The National Advisory Council on Adult Education is established under provisions of PL 89-750 Adult Education Act, amended.

★★★

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

"NATIONAL ADVISORY COUNCIL ON ADULT EDUCATION

"Sec. 311. (a) The President shall appoint a National Advisory Council on Adult Education (hereinafter in this section referred to as the 'Council').

"(b) The Council shall consist of fifteen members who shall, to the extent possible, include persons knowledgeable in the field of adult education, State and local public school officials, and other persons having special knowledge and experience, or qualifications with respect to adult education, including education for persons of limited English-speaking ability in which instruction is given in English and, to the extent necessary to allow such persons to progress effectively through the adult education program, in the native language of such persons, and persons representative of the general public. The Council shall meet initially at the call of the Commissioner and elect from its number a chairman. The Council will thereafter meet at the call of the chairman, but not less often than twice a year. Subject to section 448(b) of the General Education Provisions Act, the Council shall continue to exist until July 1,1978.

"(c) The Council shall advise the Commissioner in the preparation of general regulations and with respect to policy matters arising in the administration of this title, including policies and procedures governing the approval of State plans under section 306 and policies to eliminate duplication, and to effectuate the coordination of programs under this title and other programs offering adult education activities and services.

"(d) The Council shall review the administration and effectiveness of programs under this title, make recommendations with respect thereto, and make annual reports to the President of its findings and recommendations (including recommendations for changes in this title and other Federal laws relating to adult education activities and services). The President shall transmit each such report to the Congress together with his comments and recommendations. The Secretary of Health, Education, and Welfare shall coordinate the work of the Council with that of other related advisory councils."

Presidential Appointees

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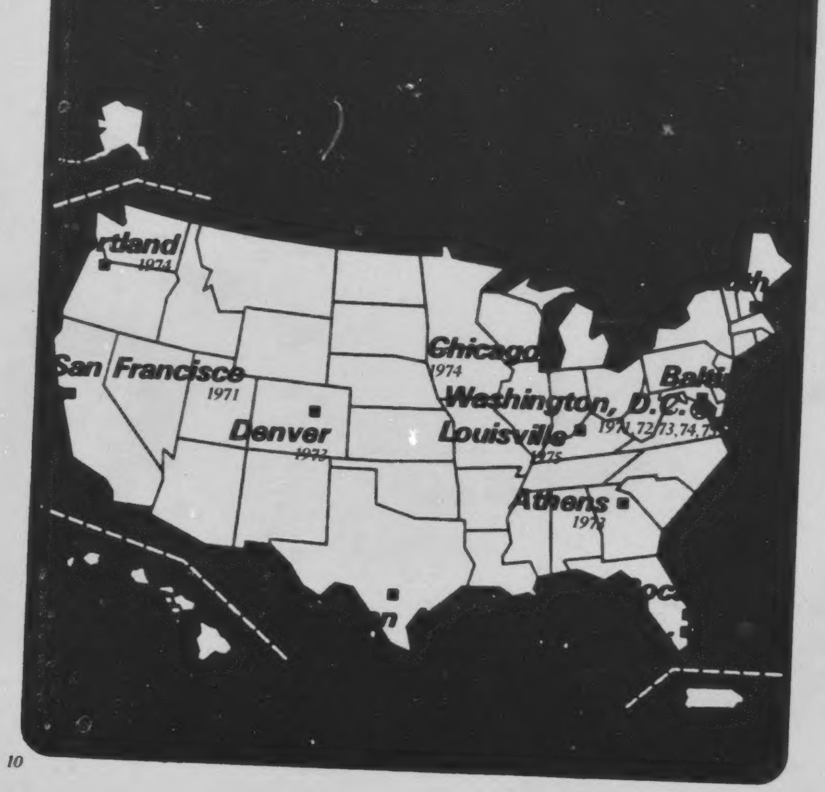
Council Meeting Sites/Dates



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executive committee

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FY-75 Council Activities

Since July of 1970, the President of the United States has appointed or reappointed thirty persons to the National Advisory Council on Adult Education to serve terms of office from one to three years.

One of the major responsibilities of the fifteen-member Council is to advise the President, Congress, and the U.S. Office of Education on matters arising in the administration of the Adult Education Act. The Council is further required to make recommendations for changes in the Federal Adult Education Title. Additional statutory responsibilities for the Council are cited in Section 311 of the Act.

This past year, the Council :

- elected a new chairman and formed standing and ad hoc working committees
- had its 1974 Annual Report transmitted to the United States Congress by the President
- was instrumental in the signing of the ESEA Amendments extending the authority of the Adult Education Act to July 1978
- advised the U.S. Commissioner of Education and the Congress on the preparation, adaption, and adoption of new federal rules/regulations and guidelines for the Adult Education Title contained in the Education Amendments of 1974
- developed and presented congressional testimony for enabling legislation, appropriations, and supplemental funding
- combined efforts with two national adult education associations to modify the supplemental appropriation and add $4.2 milion to FY-75 state funds
- completed reports on demographic characteristics of the adult population
- conducted five full national Council meetings with practitioner hearings scheduled in each three-day session
- was represented in eighteen states on program visitations and met with nearly 70% of the directors of adult education at the state level
- initiated studies and/or developed position papers on
    1. a national clearinghouse for adult education,
    2. childhood/parent/family focused education,
    3. tax exemptions for adult education study, and
    4. aging and aged
- embarked on evaluation and review efforts of the administration and effectiveness of programs under the Act (Sec. 311(d))
- participated in or initiated seven adult education meetings of national education commissions, committees, and associations
- conducted a national press conference outlining Council recommendations
- continued efforts for the adoption of a Bicentennial Resolution by states and local organizations which supports secondary education opportunities for adults

HIGHER EDUCATION AND THE CORPORATE SECTOR :

SERVICING THE LEARNER

Joseph M. Stetar,
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Most of us in higher education recognize the corporate interest in developing significant job related educational opportunities is growing. The motivation to provide corporate educational programs ranges from the need to improve skills to an interest in responding to legal and social responsibilities by expanding employment opportunities for women and minorities. Corporations allocate substantial resources to staff development programs: IBM, for example, employed more than 3,500 full and part-time faculty who offered over 19 million hours of instruction in a recent year.[1] The Xerox Corporation (with a work force which grew from 45,000 to 75,000 in the five year period beginning in 1968) has opened an expansive corporate training facility in Leesburg, Virginia.[2] The Arthur D. Little Corporation, a management consulting firm, was recently authorized by the state of Massachusetts to grant the master's degree, while the degree granting capabilities of General Motors Institute are well established and widely recognized. The trend is so well advanced that additional examples are everywhere--indeed, they are the rule rather than the exception. Therefore it may be useful to

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A modified version of this paper was presented at the 30th National Conference on Higher Education, sponsored by the American Association for Higher Education, Chicago, March, 1975 *view this corporate interest in human resources development in light of the increased sensitivity of institutions of higher education to outreach efforts and to speculate about a number of alternative ways in which productive and mutually rewarding relationships between the two sectors may further develop. To be sure, a number of colleges have implemented cooperative educational programs and many serve industry either directly or indirectly through a variety of management development workshops and seminars. There are, however, other models for collaboration which may differ somewhat from the more traditional efforts. These include areas such as "preparation for retirement" courses for employees and spouses, career development seminars for women and minority employees, and the sharing of corporate educational resources to address social and institutional needs. The impetus for some of these designs is quite obvious; for others it is less so.*

An aging national workforce itself suggests the number of workers normally retiring each year will increase significantly. Added to this is the current downward trend of economic indicators which will likely force workers to accept earlier retirement perhaps at the age of 55 or 60. (Already this is very much the state of affairs in other countries, most notably West Germany, where Volkswagen in particular has developed incentives to encourage early retirement, and trim its work force.) Regardless of their age, numerous retirees cannot find viable second careers while others do not desire them. Both employees and employers are beginning to recognize the need for effective preretirement programs to assist retirees in adjusting to what one woman aptly described as "twice as much husband, half as much money." Organized labor, mindful of the sharp economic, social and emotional adjustments required of the retiree is beginning to negotiate for company financed pre-retirement programs. And management, recognizing that older employees facing retirement often tend to lose interest in their work, slow down production, alienate fellow workers, and become alienated themselves, has an economic if not a social interest in reducing the anxieties attending retirement. While it is true many companies have a pre-retirement program of one kind or another, most of these programs concentrate on discussions of company pension plans and Social Security regulations. It is estimated fewer than ten percent of the existing pre-retirement programs deal with the vital psychological questions of family life adjustments, health maintenance, the possible death of a spouse, and the effective use of leisure time.[3] The development of pre-retirement programs is one area which many colleges may be capable of offering service to industry.

Another area of fruitful collaboration between corporations and colleges is that of career development. Colleges may well be in a position to offer assistance in developing, implementing and evaluating employee centered career education programs, which provide participants with problem solving and communication skills. In addition, through counseling sessions and aptitude testing, participants may come to better understand their vocational and career potentials, what is important to them, what are their skills and interests, and how to relate this information to their manager. At least one such program, designed for women and minority exempt employees, included:

> Workshops on problem solving and communication skills for both employees and managers to foster a discussion of questions related to career opportunities and personal advancement.
>
> Group counseling sessions focusing on personal interest, aptitude and potential.

A career discussion program centering on aspects of personal growth and development.

Such programs, which smaller organizations are frequently unable to implement alone, can foster the development of a climate conducive to communicating problems, needs and aspirations within the organization. In addition, participants are often better able to recognize their career potential, to identify their skills and values, and to secure a better understanding of their future within the organization.

Pre-retirement and career development programs seem to benefit all parties. Follow up studies of participants in pre-retirement classes indicate the sessions were helpful in making the transition from work. Feedback on career development courses suggests the problem solving and communication skills coupled with a better self-understanding contribute significantly to job satisfaction. Corporations involved in such programs indicate they have benefited from a more stable and productive workforce. College counselors, on the other hand, were encouraged by the ease with which they could transfer their skills to the business environment and felt such experiences aided them immensely in working with more traditional students.

In an era of stabilizing or declining enrollments the prospect of additional fully reimbursable programs for industrial clients may be an attractive prospect as severe financial problems are requiring institutions to make more efficient use of underutilized staff as well as develop new sources of income. In addition, the building of bridges with the corporate sector may serve as an effective initial outreach effort to bring adults to the campus for other programs. A word of caution is, however, in order. Prior to approaching corporations a thorough inventory of institutional capabilities is in order to insure the proper match between institutional capacity and corporate needs. A college may discover, for example, that staff members from its student affairs division, whose experience includes only work with the eighteen to twenty-two year old, need retraining themselves in order to meet the needs of older students. Staff selection and development come even more critical as colleges seek diversified expertise to meet the needs of an emerging learning society. On the other hand, as is often the case a self-inventory may identify previously unrecognized and unused resources, and many staff members welcome the opportunity to work with non-traditional students.

However, cooperative efforts need not be limited to offering programs for industry. Colleges might profitably explore means for utilizing corporate educational resources to complement their own efforts. An interesting example of this exists with a 1974-1975 National Model Project supported by the Department of Health, Education, and Welfare, Administration on Aging, which is applying organization development (O.D.) theory and practice to improving the effectiveness of older adult organizations.[4] Developed by a New York State community college in concert with the Eastern Regional Office of General Motors Institute, Department of Organizational Development, the project called for a joint effort by both organizations and GMI, which maintained office in the campus of the grantee, would provide planning, implementation and evaluation consultation on the project. In addition, the executive directors and supervisory staffs of the participating older adult organizations were to receive training along with regular General Motors managers in such areas as team building, managing professional employees, delegation and personnel appraisal. While the reduced circumstances of the auto industry ultimately prevented GMI from participating, the utilization of the substantial talent bank in corporate educational centers merits further exploration.[5] Certainly, their management expertise and recognition of corporate responsibility may make such cooperative efforts particularly attractive to smaller colleges.

The possibility also exists for sharing outside resources. Corporations often retain specialists who conduct workshops to improve managerial skills, and college administrators faced with changing expectations and a more complex workload may find that they, too, can profit from workshops focusing on such topics as implementing MBO, supervising professional staff, developing cost benefit analyses, and long range planning.[6] While it must be keptin mind that post-secondary education is not merely another industry like General Motors, sharing the expenses of specialists with local corporations in these areas may make a great deal of sense.

In conclusion, current activities suggest opportunities for corporate and higher education collaboration are significant. In addition to existing efforts in cooperative education and management development, colleges of all sizes and types may find they can be of service to industry. Similarly, colleges might increase their linkages with corporate educational divisions and explore ways in which the two sectors might complement and aid each other. And, while the current economic slowdown militates against new programs, if and when present economic problems are resolved, we may find opportunities limited only by our imagination and ingenuity.

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1. Branscomb, Lewis M., and Paul C. Gilmore, "Education in Private Industry," Daedalus, Vol. II, Winter, 1975, pp. 222-223.

2. Culbertson, David J., "Corporate Role in Lifelong Learning," in Lifelong learners - A New Clientele for Higher Education, Dyckman W. Vermilye (ed.), San Francisco: Jossey-Bass Publishers, 1974, pp. 29-33.

3. Sharbondy, Donald J., "Needed: New Vigor in Retirement Counseling," Personnel Administrator, January, 1975, p. 36.

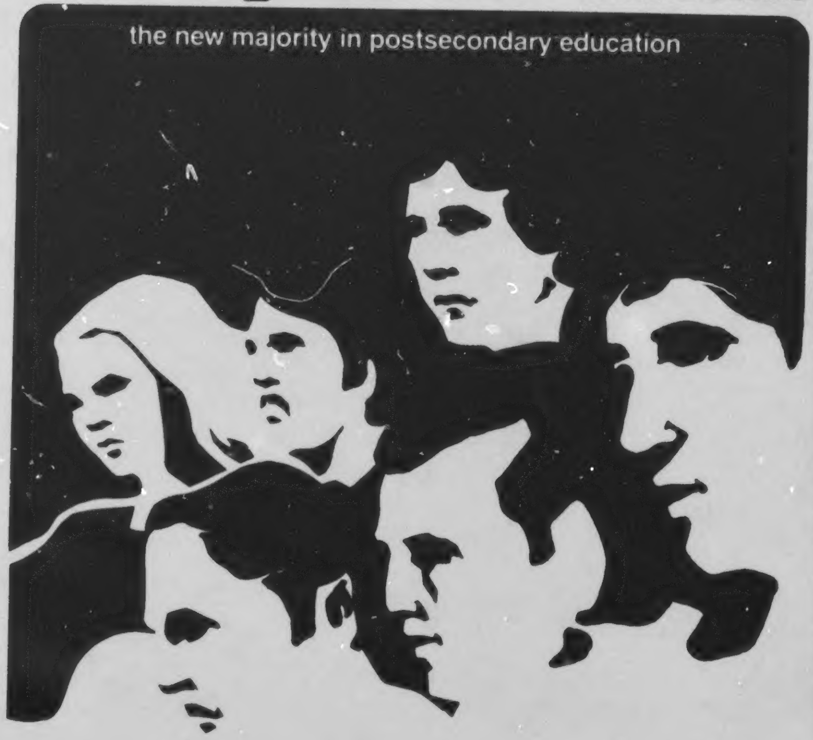
4. Department of Health, Education and Welfare, Office of Human Development, Administration on Aging, 1974-1975 National Model Project, #90-A-333/01. Joseph N. Statar, Program Director, Niagara County Community College, Sanborn, New York 14132.

5. Due to financial problems, the East Coast Office of General Motors Institute, Department of Organizational Development withdrew totally from the program before it was operational. Because GMI was unable to provide any training sessions and only very limited consultation it is impossible to assess their impact.

6. Lahiti, Robert E., remarks at a workshop conducted in Niagara Falls, New York January, 1975, for the administrative staff of Niagara County Community College.

Financing Part-time Students

the new majority in postsecondary education



Report of the Committee on the Financing of Higher Education
for Adult Students to the Office of Governmental Relations

AMERICAN COUNCIL ON EDUCATION

FINANCING PART-TIME STUDENTS: THE NEW MAJORITY IN POSTSECONDARY EDUCATION

REPORT OF
THE COMMITTEE ON THE FINANCING OF
HIGHER EDUCATION FOR ADULT STUDENTS
TO THE
OFFICE OF GOVERNMENTAL RELATIONS
AMERICAN COUNCIL ON EDUCATION

AMERICAN COUNCIL ON EDUCATION, Washington, D.C.

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Office of the Executive Director

April 2, 1974

John F. Morse, Director
Office of Governmental Relations
American Council on Education
One Dupont Circle
Washington, D.C. 20036

Dear Mr. Morse:

It is my privilege to transmit herewith the report of the ACE Committee on the Financing of Higher Education for Adult Students in accordance with our charge of January 26, 1973, from Roger Heyns.

The committee received an unusual degree of cooperation from ACE staff, especially Carol Van Alstyne and Mary C. Henderson, and from the staffs of the American Association of Community and Junior Colleges, the American Association of State Colleges and Universities, the National Association of State Universities and Land-Grant Colleges, as well as other groups in the postsecondary education community.

We are especially indebted to Dorothy Gilford, Assistant Commissioner for Educational Statistics, and to Robert Calvert and Imogene Okes of her staff in the National Center for Educational Statistics for their full cooperation and professional assistance in making available to us the tabulated results of the 1969 and 1972 triennial surveys of adult education in the United States while they were being prepared for publication. Without these invaluable documents the study could not have marshalled the array of hard data upon which the committee's discussions and recommendations were based.

With this report, the committee goes out of existence. On behalf of the entire committee, allow me to express our appreciation for the opportunity to serve the American Council on Education and the entire postsecondary education community.

Sincerely,

Robert J. Pitchell
Executive Director

AMERICAN COUNCIL ON EDUCATION
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SUMMARY OF FINDINGS

A. Definitional. Higher education is part of postsecondary education, but is distinguishable from it. For purposes of this report the analysis covers postsecondary education as a whole and higher education as the major component of it.

It is a central premise of this report that all students in postsecondary institutions are adults with adult responsibilities both in terms of their roles in society and the academic environment. The acceptance of this premise fundamentally alters our view not only of the characteristics of the student body but also of institutional and societal responsibilities toward the student body. This change in viewpoint affects financing of postsecondary students and institutions in deep and pervasive ways.

As a consequence, adult students are defined in this report as all part-time students who have completed secondary education or who are beyond compulsory school attendance age. The report covers part-time students in degree credit, nondegree credit and noncredit programs in collegiate and noncollegiate educational institutions, corporations, government agencies, associations and community organizations. Throughout the report they are identified as "part-time students". (pp. 15-17, 19-27)

B. Part-time and Full-time Student Characteristics. Part-time postsecondary students are essentially different from full-time students. They are mostly employed (three-fourths in the labor force), older, and seriously concerned with occupational needs. In particular, part-time students have four different types of motivations and behavioral patterns, only one of which they share with full-time students. (pp. 27-30)

a) some part-time students attend school for personal and family reasons as do most full-time students;

b) part-time students in occupational and professional groups often continue their education because of salary incentives, peer group pressures or legal, relicensure or professional certification requirements;

c) employees of organizations participate in organizational education programs which are usually designed to achieve organizational, not individual, goals, although the two often are compatible;

d) other persons participate in or are recruited into federal or state categorical public problem-solving programs such as cooperative extension (to increase agricultural productivity), law enforcement assistance (to provide more effective law enforcement) and drug abuse education (to assist in reducing drug abuse). The primary objective of these programs is the solving of specific public problems.

These different motivations significantly affect enrollments and financing of part-time students. (pp. 51-60) Participation by people in each of these categories is sufficiently large to command our special attention. (pp. 39-47)

C. Enrollment Trends--Part-time and Full-time.

1. Since 1969 more students have participated in postsecondary education on a part-time basis (credit and noncredit) than on a full-time basis by a substantial margin (55.0 vs. 45.0 percent in 1969 and 57.5 vs. 42.5 percent in 1972). Between 1969 and 1972 the number of part-time students in postsecondary institutions increased at a rate 2.3 times faster than full-time students (20.4 percent part-time vs. 8.8 percent full-time). (pp. 39-40)

2. In 1972, for the first time in American history, approximately half of the students (degree credit, nondegree credit and noncredit) in postsecondary institutions of higher education participated on a part-time basis. (p. 40)

3. The rate of increase in numbers of collegiate part-time students between 1969 and 1972 was three and one-half times as great as for full-time students (35.3 vs. 10.1 percent). (p. 40)

4. Enrollments of collegiate part-time students are increasing more rapidly in two-year institutions and in graduate programs than in other segments of the field. In 1972, 63.1 percent of graduate students attended on a part-time basis. (p. 41)

D. Financing Patterns in the United States.

1. Data on financing patterns indicate that part-time students are the

recipients of both the most advantageous and the least advantageous financing arrangements for their educational activities. At one extreme, some organizations pay their employees' full salaries and all subsistence, travel and tuition costs when attending educational programs. At the other extreme, some low-income, fully-employed persons not only have to pay their own tuition costs because, as part-time students, they are not eligible for student aid, but they must also participate on their own free time and pay taxes on their income without deductions for educational costs unless the educational program is directly work-related. (pp. 51-55)

2. Regardless of family income, part-time students on the whole are massively discriminated against in federal and state student and institutional aid programs, social security survivors' benefits, institutional tuition rates and financial aid programs, and income tax requirements. (pp. 51-55)

Item: except in categorical student aid programs and loan programs, they generally are not eligible for or able to obtain federal student aid; (pp. 51-54)

Item: social security survivors' educational benefits are restricted to full-time students at all levels including postsecondary; (p. 52)

Item: only 4 of the 28 states with needs-based student aid programs provide any eligibility for part-time students; (pp. 54-55)

Item: only one state provides equal funding for part-time and full-time students in institutional aid formulas. In a recent survey, the AASCU found that only 12 of 23 responding states provided any funds for off-campus credit students. Only one state, Georgia, is known to provide funds for academic instruction, research and administration for all part-time credit students on an FTE formula basis and administrative funds for noncredit student programs on the basis of continuing education units; (p. 55)

Item: 59 percent of four-year institutions of higher education charge higher tuition fees for part-time students and 34 percent of all institutions deny student aid to part-time students completely; (p. 54)

Item: employed part-time students, who are denied eligibility for student aid, pay taxes on their income without deductibility for educational expenses unless the educational activity is directly work-related, while full-time students are exempt from taxes on their student aid payments. (p. 55)

3. The discrepancy between student aid eligibility requirements in short-term certificate programs at collegiate institutions and equivalent diploma programs at noncollegiate institutions aggravates the inequitable treatment of part-time students in collegiate institutions. (p. 55)

4. Although part-time participants in occupational, professional and employer programs are normally financed adequately either from their own financial resources or employer contributions, employees of small organizations do not appear to share in organizational funding benefits. For occupational part-time students who are unemployed, or whose training or retraining is in the public interest, the recently passed Comprehensive Employment and Training Act of 1973 provides an alternative to organizational financing or broad-based, national entitlement financing proposals. (pp. 57-58)

5. Federal categorical problem-solving programs have often satisfied many of the inequities of access and inequality of opportunity for those whose education has been hindered or deferred because of disadvantaged status. They have also enabled Congress and the President to mobilize postsecondary educational resources to assist in the solution of public problems in an organized, systematic way. (pp. 45-47, 59)

E. Financing Patterns in Other Countries. (pp. 61-64)

1. Other countries have moved further toward national dedicated taxes for postsecondary education than the U.S. Most such taxes are on employers and/or on wages of employees to support training costs and income stipends.

2. Most of the programs are directed toward blue-collar vocational and occupational training. General education, management and professional

training are excluded or given little or no emphasis.

3. Except in the high school-based programs in Denmark and the German plan which provides incentives for the creation of vocational training activities in already established institutions, the European plans anticipate use of inservice training in industrial plants or in ad hoc area programs without local educational institutional bases. The lack of a strong local community college system in these countries has contributed to the need for a nationally-financed program and an emphasis on occupationally oriented inservice systems for carrying out the programs.

4. Most of the programs are based on the view that training is a right of all workers and not a privilege controlled by employers. In the United States, labor-management and federal manpower programs offer similar but less comprehensive coverage.

5. Most of the programs make an allowance for the worker to take time off for study without sacrificing family income or endangering job security, seniority or pension benefits. These provisions are similar to those sometimes enjoyed by managerial and professional groups in business and governmental agencies in the United States.

F. Recent Proposals in the United States. (pp. 66-77)

1. The current spate of proposals for financing postsecondary education on a national basis indicate a commendable and growing concern about the overall problem of financing postsecondary education. These proposals basically are of three types: universal grants or voucher systems, entitlement/payroll tax plans, and expanded loan programs which include an income-contingency feature. These proposals tend to be directed primarily toward an undifferentiated student population but with direct or implied emphasis on full-time regular students. Few proposals (except the wide-ranging Carnegie Commission reports and the College Scholarship Service's report on financing low-income and minority students) take a differential approach to postsecondary education clientele groups, especially as they relate to part-time students. None gives

any specific consideration to noncredit student programs. Mostly the proposals examine students as individuals with individual motivations and needs and not as members of occupational or professional groups, or as participants in organizational educational activities and categorical public problem-solving programs.

2. Proposed state-based student financing plans are designed to complement existing or future federal student aid programs. These proposals tend to be similar to the national entitlement proposals and have many of the same strengths and weaknesses. They tend to ignore part-time student needs and they generally take an undifferentiated view of the characteristics and motivations of the overall student body.

3. In spite of recent criticisms of federal categorical problem-solving programs by the Administration and the proponents of national entitlement proposals, current proposals are inadequate substitutes for the best organized and most effective categorical programs such as cooperative extension, law enforcement assistance, civil preparedness and drug abuse in satisfying the educational needs of special clientele groups. None of these programs could have been created with national student-based voucher, grant, entitlement, or loan financing systems.

THE CRITICAL QUESTIONS

1. One critical question involves equity for part-time students with full-time students under existing or future financial aid policies. The arguments against equity are widespread, at least in their influence on public policy at state and national levels. They focus on three main themes: a) the part-time student is not serious enough to command the attention and resources of postsecondary education; b) the part-time student is working and can afford to pay his own way; c) in any case available resources are not sufficient to cover the added costs of financial aid for part-time students.

This report provides extensive documentation to indicate that the part-time student is at least as serious academically as the full-time student and probably more so; that the part-time student body has a larger proportion of low family-income students (under $15,000) than the full-time student body; and that 53.0 percent of would-be learners in the adult population indicate that cost is the main obstacle to further learning.

The third argument can perhaps best be answered by experience under the federal BOG program in its first two years of operation. Given strict adherence to eligibility criteria this year, requests for aid failed to measure up to expectations by a wide margin. Only 160,000 of an expected 450,000 applicants qualified for grants as of mid-November, 1973.

Under the circumstances, the Office of Education and educational institutions are making exceptional efforts to find and qualify needy full-time students, when many needy students exist in the part-time student body under their very noses.

Even if available BOG funds were oversubscribed by full-time students, it would appear to be more equitable to change eligibility requirements so that lower income part-time students could qualify and higher income full-time students could not.

In any case, as the National Commission on the Financing of Postsecondary Education indicated in its just-released report, "If an increasing number of persons are brought into postsecondary education for part-time study on or off campus, it will be essential that federal student aid programs treat part-time students equally (on a pro rata basis) with full-time students."

2. A second critical question involves equity between students in collegiate and noncollegiate institutions. In collegiate institutions, students, whether full-time or part-time, must be in degree credit programs to be eligible for student aid; in noncollegiate institutions, students must be in certificate or diploma programs. Yet there are many certificate programs in collegiate institutions, mostly with occupational objectives similar to those in noncollegiate certificate and diploma programs, which do not qualify for federal student aid funds. If federal student aid programs are to apply to all students in collegiate and noncollegiate postsecondary institutions, those who choose either type of institution ought to be equally eligible to select similar types of programs regardless of the terminology used in collegiate institutions.

3. A third critical question involves the inclusion of noncredit part-time students in financing programs. Virtually no current proposal for the financing of postsecondary education specifically covers noncredit programs, even though some of the most significant and sophisticated programs in postsecondary education are on a noncredit basis. Federal categorical problem-solving programs have no such myopic view. Many, such as cooperative extension, drug abuse education, and arts and humanities, have been more intent on extending the academic resources of institutions of higher education to specific clientele groups for the solution of public problems than on excessive concern for the degree or credit character of the educational component. Noncredit programs provide one of the most satisfactory and appropriate vehicles for certain types of part-time postsecondary education. With appropriate controls they are worthy of the most serious consideration for adequate financing.

4. A fourth critical question involves the overall strategy for providing

financial assistance to all postsecondary students. The plethora of recent proposals, reinforced by recent European experiments, for special taxes, credit banks, universal grants, voucher systems and the like, provide options for the financing of adult students which have not been considered before in the United States. Most of these proposals, especially to the extent that they are based on European models, tend to ignore the vital role now being played by community colleges, technical institutes and the branch campuses of four-year institutions in providing free or low-cost commuting access to vocational/technical, occupationally-oriented, local institutions. The pluralistic nature of postsecondary education's clientele groups in the United States and their diverse needs invite more than a modicum of attention to sophisticated, pluralistic solutions to the problem of financing postsecondary education as well as attention to the general and somewhat more simplistic overall solutions.

GENERAL RECOMMENDATIONS

1. The pluralistic nature of American society and its postsecondary educational system, and, in particular, the special characteristics of the part-time student body can best be served by a pluralistic financing approach.

2. Postsecondary institutions, especially colleges and universities, have a primary responsibility for developing greater equity in financial aid to part-time students, both on- and off-campus.

3. To enable postsecondary institutions to assume their full responsibility toward part-time students, state and federal governments should move swiftly to include part-time students in public and private institutional support programs at the same level as for comparable full-time students on a full-time equivalency basis and in student aid programs on a proportionate student load basis.

4. State and federal governments, employer organizations and occupational and professional groups must be encouraged to provide adequate incentives to employees and members of the professions to continue their education without direct public subsidies. This can be accomplished through salary and tax incentives, relicensing and certification requirements for professional and occupational groups, and the requirement of continuing education as a condition for professional and managerial employment and advancement.

5. Congress, the Administration and state governments must be fully briefed on the growing significance of the part-time student as the new majority in postsecondary education.

6. State and federal governments and private financing sources (individual, corporate and foundation) must support the development and renewal of the country's human capital through lifelong continuing education as a primary educational goal. This policy must include activities which would enhance intellectual, cultural and humanistic as well as the economic needs of the population.

SPECIFIC RECOMMENDATIONS

A. Equity and Individual Students.

1. Equity in financing postsecondary education can only be achieved when part-time students, who constitute a majority of the postsecondary student body, share eligibility with full-time students in the following aspects of the financing of individual students:

a. Federal, state and institutional student aid eligibility criteria should include part-time students in all credit programs on a proportionate basis to student course load.

b. Federal and state institutional support programs for public and private institutions should include part-time students on a full-time equivalency basis in on-campus and off-campus credit programs and on an equivalent continuing education unit basis for noncredit students. The continuing education unit has been adopted by the Southern Association of Colleges and Schools as a uniform unit of measurement for noncredit programs in member schools and is now being used by the State of Georgia in institutional support formulas for noncredit activities.

c. Part-time students in certificate or diploma type nondegree programs at institutions of higher education should be eligible for federal and state student aid on the same basis as students in certificate or diploma programs at noncollegiate postsecondary institutions.

d. All publicly-funded student aid programs should provide eligibility as a right of all qualified students, full-time and part-time, and not as an institutional discretionary power.

e. Tuition charges in credit programs at postsecondary institutions, especially collegiate institutions, should be equalized for part-time and full-time students in proportion to student course load.

2. To encourage employed persons to take maximum advantage of available educational opportunities without the need for direct public funding, educational expenditures of wage-earners at accredited postsecondary institutions should

be made eligible for an incentive tax credit of 20 percent of the amount spent in any given year against their federal tax liabilities for that year regardless of whether the educational activities are directly related to current employment.

B. Professional and Occupational Continuing Education.

1. Except when an overriding public interest is involved, professional and occupational continuing education should be financed from private sources, either individual or organizational.

2. To the extent that continuing education may provide higher quality services to the public by professional and occupational groups, members of these groups should be motivated to finance their continuing education by:

a. Enactment of requirements for continuing education in relicensing and professional certification criteria by state licensing agencies and professional associations;

b. Adoption by employers of salary incentives for employee educational achievement.

3. To the extent that changing manpower needs require training or retraining of occupational groups, the recently enacted Comprehensive Employment and Training Act of 1973 provides one of the more desirable targeted, rather than shotgun, solutions to the problem. Local access by occupational groups to federal and state financed programs at community colleges, vocational/technical institutes and the campuses of four-year institutions, public and private, would make it possible to maintain the private character of the financing of professional and occupational education while serving the needs of the unemployed or those whose training is in the public interest.

C. Organizational Programs.

1. Organizations which recognize the benefits of employee continuing education to personnel and organizational development, especially at professional and managerial levels, should give serious attention to establishment of continuing education as a requirement for professional and managerial

employment and advancement.

2. Because large organizations which develop and carry out in-service educational programs for their own employees and for their own objectives have the necessary motivations and tax advantages to sustain them, financing of such programs for large economic units (over 100 employees) should be continued without substantial change.

3. Inasmuch as regular tax deductions are not adequate for small marginal organizations, an educational incentive tax credit of 7 percent of a small business organization's (100 employees or less) total federal tax payment for the previous year should be allowed for educational programs for its employees at accredited postsecondary institutions. These expenditures could be in the form of tuition aid or special contract programs for employees. The rate of tax credit could be based on a sliding scale for organizations larger than the small business corporation. An incentive tax credit for the renewal and development of our human capital is of equal or even greater merit than the tax credit currently allowed for purchase of new machinery and equipment.

D. Public Problem-Solving Programs.

Strong congressional support of categorical problem-solving educational programs since the passage of the Smith-Lever Act in 1914 must be strengthened by enabling postsecondary institutions to serve the high priority needs of clientele groups with identifiable needs in the public interest. To accomplish this objective, the Higher Education Act should be amended to provide a general support program for the strengthening of institutional delivery systems for part-time students directed towards those students and groups whose education and training would serve the public interest.

This recommendation, in effect, calls upon Congress to fund the development of institutional delivery systems for these special student clientele groups in the same way that it has looked upon delivery systems for agriculture and medical health related programs. The funding of institutional capabilities for extending institutional resources to high priority clientele groups can maximize the targeting of educational programs for those with special needs at the same time that institutional strengths are reinforced and expanded. Experience with the Cooperative Extension Service indicates that this approach does not require massive governmental bureaucracies at federal or regional levels nor does it deny the benefits of decentralization of programming to deal with local needs.

THE SETTING:
A CHANGING POSTSECONDARY WORLD

Postsecondary education in the United States is as pluralistic as the society it serves. Its range of activities is broad and diverse:

--from education for an elite group of very bright students to training programs for relatively low-skilled persons;

--from "how to" programs in technical and mechanical subjects to advanced postdoctoral continuing education programs for physicians, surgeons, aerospace physicists and electronics engineers;

--from regular daytime and nontraditional degree programs for full-time students to programs for part-time students in evening and weekend colleges and in special and external degree programs for students throughout the world;

--from noncredit programs for associational groups in hotels to programs for medical professionals in hospitals, for farmers on farms, for engineers in manufacturing plants, for teachers on campuses and in schoolrooms, for clergy and parishioners in churches and temples, and for the general public through radio, television, cable, satellite, correspondence, cassettes and person-to-person contacts as well as in traditional classrooms and laboratories.

The number of people who participate in postsecondary programs of all types is impressive--on the order of 27-28 million. Yet public and private policy regarding the financing of postsecondary education is largely dictated by a view that the only real students who ought to demand our attention are those full-time students who enter postsecondary institutions in regular programs after completing high school. It becomes a special act of national expiation when we grant veterans the privilege of participating in more than one part of this potpourri of offerings with federal funds for tuition and living costs.

The American Council on Education through its Committee on Higher Adult Education has been focusing on the field of higher education's relationship to the adult student for a number of years. In October, 1972 the Council reported that:

> To serve the nation and its people in the decades ahead, colleges and universities and those who support them are setting aside three traditional assumptions that in the past have controlled much of what they have done:
>
> 1) The assumption that college students are all young and financially dependent.
> 2) The assumption that there is a fundamental difference between what is learned in residence and what is learned in extension courses or independently.
> 3) The assumption that the ideal college serves an essentially middle class clientele and has no important responsibilities to disadvantaged urban and rural populations.[1]

The Coucil urged that colleges and universities take a new look at the whole field of adult education in order to find ways of meeting their commitments to adult students.

In the field of costs, the Council report stated that financial support for higher education continues to favor conventional programs and conventional students at the postsecondary level.

> Therefore, it becomes necessary to reexamine the assumptions that the person who has at some point dropped out and thereby deviated from the usual pattern (direct from high school to college, direct from college to graduate school) must thereafter pay the full costs of his education if he is to reenter, that education for adults must be self-supporting, and that scholarships and fellowships should be reserved for full-time students. These assumptions affect not only financial aid to students but also administrative support for adult programs and the salaries of faculty engaged in such programs.[2]

The Carnegie Commission on Higher Education in its recent report on Higher Education: Who Pays? Who Benefits? Who Should Pay? added another dimension to the problem when it speculated that:

> ... the rising pressure for student "emancipation," encouraged by the lowering of the voting age and mandated in some states by making age 18 the legal age of majority, has renewed interest in devising ways in which the student can take greater responsi-

> bility for his or her education. The possible disappearance of out-of-state fee structures in public institutions, if courts rule that a student's legal domicile is his college residence, is one more pressure in the direction of treating the 18-year-old as an economically independent adult. It seems possible that the traditional assumption of primary parental responsibility for financing the private costs of higher education will be eroded over the next decade or two, and that new means will be devised to provide the individual student with access to funds for his or her education.[3]

The National Commission on Financing Postsecondary Education took special note of the impact of the legal lowering of the age of majority to 18 at both federal and state levels. Out-of-state tuition charges are being upset in some states and parental support requirements in student aid formulas may well become a victim of this trend.[4]

The State of Wisconsin is actively wrestling with this matter at this time. The Wisconsin Higher Education Aids Board's staff has proposed a new plan which "recognized the fact that most of today's college students legally are adults as a result of a 1972 law lowering the age of adulthood to 18."[5] The plan, called the Wisconsin Guaranteed Higher Education Plan, would allow students to declare financial independence of their families.

The range of questions that can be asked about adults and postsecondary education is almost infinite. This report will examine four central concerns which relate to the basic charge to the committee "to devise and promulgate appropriate ways of funding the education of the nation's adults" in higher education:

1. Whether there is a meaningful distinction between higher education and other postsecondary education;
2. Whether there is a meaningful distinction between "adult" students and "regular" students;
3. Whether there is a meaningful distinction between part-time and full-time students for financing and administrative purposes;
4. Whether there is a meaningful distinction between credit and noncredit programs for financing and administrative purposes.

OBJECTIVES

These questions have no single or simple answers. Indeed no resolution is possible without a framework of objectives and goals for postsecondary education and its clientele groups.

The National Commission on the Financing of Postsecondary Education attacked this problem directly in its study last year.

Its statement of objectives covers eight categories:

Student access
Student choice
Student opportunity
Educational diversity and flexibility
Institutional excellence
Institutional independence
Institutional accountability
Adequate financial support

The committee accepts the applicability of these criteria for postsecondary programs covering adults, but it also feels that it is necessary to apply one other criterion to adult programs because of the historic differentiation which has usually been made, especially in the collegiate community, between "regular" and "adult" students. That criterion, which will be the central concern of this report is equity. Equity involves two characteristics: universality and proportionality. Universality is similar to "student access" in that it calls for each individual to be able to enroll in some form of postsecondary education appropriate to that person's needs, capability and motivation whether on a full-time or part-time basis, or on a credit or noncredit basis. Equity also requires proportionality as it relates to access to the resources of postsecondary education by full-time and part-time students. Each individual should have access to these resources not only in proportion to financial need but also in proportion to the academic load which the individual assumes.

DEFINITIONS

Higher Education and Postsecondary Education

It is no longer fashionable to use the term "higher education" to describe or define "legitimate" education beyond the high school. The term "postsecondary education" is not only in common usage but it also has been incorporated into laws dealing with educational policy for students beyond high school levels, and even at times for students beyond compulsory school age regardless of prior educational achievement. The National Commission on the Financing of Postsecondary Education, for example, uses the following as its working definition of postsecondary education:

> Postsecondary education consists of formal instruction, research, public service, and other learning opportunities offered by educational institutions that primarily serve persons who have completed secondary education or who are beyond the compulsory school attendance age and that are accredited by agencies officially recognized for that purpose by the U.S. Office of Education or are otherwise eligible to participate in federal programs.[6]

This definition encompasses the collegiate and noncollegiate sectors but excludes other postsecondary schools and learning opportunities. It can be helpful in identifying and measuring educational programs and opportunities for students at certain types of institutions outside the college and university setting, but if it is used as a replacement or synonym for the term higher education, it can be obfuscating rather than illuminating. Not only will a large proportion of the student body continue to think of degree programs as an educational activity that is significantly different from other types of postsecondary programs, but for analytical purposes the data collected on activities of higher educational institutions are more complex, more reliable, more comprehensive and in many respects unrelated to activities at other postsecondary institutions, e.g., libraries, research and graduate and professional school programs.

In order for the public and the academic community to deal with the broad field of postsecondary education as well as the different segments of it, we will distinguish not only between higher education and postsecondary education but also among four other dimensions of postsecondary education.

In effect, postsecondary education will be used as the generic term to cover its five major components.

1. Higher education - educational activities at regionally accredited colleges and universities. These will generally be called collegiate or college and university programs and institutions. They will include two-year colleges and technical institutions, including area vocational institutions.

2. Noncollegiate postsecondary education - educational activities administered by other postsecondary educational institutions, including the educational arms of corporations and other large organizations whose clientele groups are primarily outside those organizations. Proprietary correspondence, business and occupational schools are among those covered by this classification.

3. Organizational postsecondary education - other organized instruction at postsecondary level of instruction under professional administrators and qualified instructors in organizations whose clientele groups are primarily their own employees or members, e.g., government agencies, professional associations, labor unions, business corporations, churches and social organizations, other than apprenticeship and inservice training directly related to specific jobs which will not be classified as education.

4. Adult education - other programs for persons beyond compulsory school age in all types of educational and social institutions but not at postsecondary level of instruction. The Federal Government classifies some of its programs in this field as adult basic education but the definition is not generally accepted for most programs under this classification.

5. Educational media - all types of media programs not organized specifically as learning experiences under capable administration and qualified instructors, e.g., T.V., books, libraries, museums and cassettes when not part of educational program in any of the above.

This report will deal primarily with the first four categories: higher education, noncollegiate postsecondary education, organizational postsecondary education and adult education. The unqualified use of the term postsecondary education in this report will include all four categories of participants. Note that these categories are not congruent with the National Commission on the Financing of Postsecondary Education's core definition. The latter differentiates between noncollegiate postsecondary institutions which are accredited by agencies officially recognized by USOE and schools which are not accredited, placing them in two different categories for analytical purposes.

Note also that the Office of Education's 1969 and 1972 surveys of participation in adult education essentially cover the first four categories of postsecondary education adopted in this report.* The USOE survey data cover all participants in these categories who are "beyond compulsory school age, 17 or over, who are not enrolled full-time in a regular school or college program and are engaged in one or more activities of organized instruction." USOE consistently labels these students "participants in adult education." Because of the changing definition of adult student in postsecondary education today and in this report, we will consistently refer to these participants as "part-time students" in contrast to the regularly enrolled full-time student body. The USOE survey data match our definition of part-time student activity. For example, USOE notes that some of these students may be engaged full-time in courses of short duration, e.g., a three-week hotel training school.

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*The most comprehensive and significant array of data available on "adult" or part-time postsecondary education in the United States is emerging out of the first two triennial national surveys conducted by the Office of Education's National Center for Educational Statistics in 1969 and 1972. The data from both surveys is in process of publication, Imogene E. Okes, Participation in Adult Education, 1969: Full Report (in preparation), USOE, NCES; and Imogene E. Okes, Participation in Adult Education, 1972 (in preparation), USOE, NCES. The National Center for Educational Statistics has graciously made these data available for use in this report. Throughout this study, we repeatedly make reference to the 1969 and 1972 USOE surveys. Unless references to USOE surveys for those years are otherwise qualified by specific citations to other documents, the data are from the surveys cited above. No page references will be made for such citations inasmuch as the data available to us are on computer printouts.

Our concept of part-time student also includes work taken in short courses, conferences, institutes, etc. in which participants attend six to eight hours per day for brief periods of time.

A final defining note refers to the fact that surveyed persons 35 and over were not asked whether they were full-time students. All such students were included in the part-time category. The number of these students taking full-time work was relatively insignificant. Only 0.6 percent took six or more courses during the year. An unknown number of the latter took the equivalent of a minimum full-time load of 8 three-semester hour courses during an academic year.

ADULT STUDENTS - WHO ARE THEY?

The Age Factor

It is a central premise of this report that all students in postsecondary institutions are adults with adult responsibilities both in terms of their roles in society and in the academic environment. As a consequence, past distinctions between regular full-time students who enter college after high school graduation and "adult" students (those who have graduated or who are over 21 and have never completed college) can no longer be sustained either for program or financing purposes. In 1972, for example, of the 782,000 veterans enrolled in collegiate education, those 22 years and older comprised 96.0 percent of vocational and technical school veterans' enrollments, 95.8 percent of community college veterans' enrollments, 97.7 percent of other undergraduate veterans' enrollments and 99.8 percent of graduate veterans' enrollments.[7] Even among veteran freshmen, 80.6 percent of the enrollees were 22 and over.[8] The average age of all Vietnam era veterans through June 1973 was 27 years.[9]

In the entire college student population in 1970, 42.5 percent were 22 years old or over.[10] The age distribution in 1970 indicates that even under the old concept of adult noted above, a significant proportion of the population enrolled in institutions of higher education has assumed adult responsibilities:

Age	College Enrollment	%
Under 18	59,946	.8
18-21	4,266,874	56.7
22-24	1,333,898	17.7
25-34	1,393,841	18.5
35-49	366,056	4.9
50-over	103,966	1.4

Age differentials are exceptionally high in "special degree programs." The University of Oklahoma's Bachelor of Liberal Studies program for part-time students, which is the oldest program of its kind, reports the following age patterns of all students since the program's inception in 1961:[11]

Age	%
Under 21	.3
21-30	12.4
31-40	36.2
41-50	35.1
51-60	14.0
61-over	2.1

Data on the more recently established New York State Regents External Degree program indicate that the median age of enrollees in April 1973 was 38.4 years with a range of 18-67.[12] The California State University and Colleges external degree programs students' mean age was 32 in the spring of 1973; with 61 percent between the ages of 26 and 40.[13]

The initial experience with the Open University program at the University of Maryland is similar. In the 1972 class of 304 students the average age was 35.4 years; in 1973 the 356 students averaged 35.8 years.[14]

In postsecondary education as a whole, part-time students in 1972 were widely distributed by age:

Age	Number	%
17-24	3,426,000	21.8
25-34	5,218,000	33.2
35-44	3,346,000	21.3
45-54	2,381,000	15.1
55-64	987,000	6.3
65-over	376,000	2.4
Total	15,734,000	100.1

Source: 1972 USOE Survey.

The collegiate data indicate that part-time students were somewhat younger on the average:

Age	2 Yr Coll/Tech	4 Yr Coll/Univ
17-24	30.8%	22.2%
25-34	32.1	39.4
35-44	18.8	21.1
45-54	12.1	12.0
55-64	4.5	4.4
65-over	1.7	1.0
Total participants:	2,561,000	3,367,000

Source: 1972 USOE Survey.

If age and "adult-nonadult" status are no longer significant distinctions in regular full-time degree programs at institutions of higher education, can it be meaningful to examine the financing of higher education for adult students?

Assuming that there is or will be no discrimination in admissions or financing on the basis of age in full-time programs (actually there appears to be serious age discrimination in some types of institutions),[15] our mission would be ended with the simple declaration that the financing of higher education for adult students should and must be on the same basis as for all "other" students because all students are adults. Characteristics such as family income, size of family and other relevant factors would then govern public and private support policies for aid to all students, not just those 22 or under. The student aid eligibility provisions under the Higher Education Act Amendments of 1972 would largely eliminate this problem in the future in any case.

Part-time Status

But there is one characteristic of students which provides a meaningful distinction with significant implications for the financing of higher education for students--their full-time or part-time status.

Employment Status

There are two crucial differences between part-time and full-time students. First, part-time students are normally employed full-time, while full-time students seldom are. The 1972 USOE survey of part-time students age 17 and over indicated that only 24.3 percent of the participants at two year community colleges and technical schools, 13.3 percent at four-year colleges and universities, 22.9 percent at private vocational, trade and business schools and 8.0 percent at labor and professional organizations were not employed full-time or were not in the labor force. This has been the basis for a major share of the discrimination against financial assistance to the part-time student by federal and state legislatures, institutions of higher education and private sources. Presumably employed people can afford to pay for their own education.

Credit-Noncredit Program Activity

Secondly, because of their employment status, professional competencies and greater maturity, a significant number of employed persons prefer to take noncredit short courses, workshops, seminars and conferences rather than credit courses. To the doctor, lawyer and aerospace engineer, amassing credit course work has virtually no meaning. Nor does it have significance to the professional or occupational group whose licensing or relicensing requirements include specially designed continuing education courses. Similarly, the business concerns which desire their employees to participate in educational programs dealing with special corporate needs are more interested in the quality of the subject matter inputs and anticipated outcomes than the awarding of credit to their employees, even though at other times they may be vitally interested in their employees' degree achievements. In the former case the organization will normally pay the full cost of the educational program and even the personnel salary costs involved.

The total student body in postsecondary education is therefore classifiable as:

1. full-time students of all ages in regular and nontraditional degree, diploma and certificate programs;
2. part-time students of all ages in degree and nondegree credit programs;

3. part-time and short-term students in noncredit organized learning experiences in collegiate and noncollegiate educational institutions, organizational postsecondary educational programs and adult education programs.

Special Motivations and Financing Sources

Perhaps the most crucial differences between full-time and part-time students--which relate in the most direct ways to the financing of higher education for part-time students--arise from the fact that part-time students share one set of motivations with full-time students but also display three types of motivations and financing sources which are only infrequently found in regular full-time students. Most regular, full-time students are motivated to attend by individual or family goals, although in recent years some full-time students have been financed by government and business and as part of public programs such as law enforcement. Of special significance is the fact that part-time students attend postsecondary education on the basis of three types of motivations not normally found in full-time students: 1) legal or peer group pressures on professional or occupational groups; 2) motivations for employees to participate in employer/organizational programs; and 3) motivation based on recruitment into educational programs which are part of broad public problem-solving programs of governments or private organizations. This one shared and three additional motivations of the part-time student may be examined in greater detail:

1. Individual Motivations. Full-time students are largely motivated by personal or family goals and objectives in pursuing postsecondary education. Future jobs, careers, personal growth, social pressures, and marriage are among the more common motivations. Many part-time students share these goals and others such as constructive use of leisure time. But three types of part-time clientele groups are motivated by other considerations.

2. Professional and Occupational Objectives. Many professional and occupational groups are either required by law, certification standards or peer group pressures to continue their educations while pursuing career activities. Some, such as teachers and police officers, have salary increments based

on continuing education achievements. Even a partial listing of professional or occupational requirements indicates that in the field of dentistry, further study is required as a condition of relicensure in the states of Kansas, Kentucky, Minnesota, North Dakota, and South Dakota; in the field of pharmacy, California, Florida, Kansas, New Jersey, Pennsylvania and Ohio require continuing education for relicensure; and in the field of medicine, physicians and surgeons in New Mexico are required to do further study as a condition of relicensure. Mandatory continued education is required by state medical associations in Oregon, Pennsylvania, Arizona, Ohio and Massachusetts. Associations such as the American Veterinary Medical Association and the American Institute of Certified Public Accountants encourage but do not mandate continuing education. Similarly, salary incentives have long been a major motivation for continuing education by teachers in almost every state of the country. Now Maryland and Massachusetts are leading the way in providing similar incentives for police officers. In most occupational areas, except teaching and the allied health professions, financing is mostly by participants.

3. Organizational Motivations. The 750,000 federal employees who annually receive high quality organized learning experiences within the federal establishment and the 102 contract degree programs between universities and public and private organizations are only the tip of the iceberg of the broad range of programs put on and financed by organizations for their employees. Many of the major corporations in the United States--IBM, ATT, Xerox, Westinghouse, General Motors, to name but a few--spend significantly large sums on their own schools for their own employees (Xerox's new International Center for Management Training and Development in Leesburg, Virginia cost $75 million to build) or for contract programs with universities and proprietary management schools. These programs are largely designed to advance organizational goals, and, while individual goals are not necessarily in conflict with organizational objectives, the organization and financing of the programs are almost wholly organizationally based. In most cases employees are asked or required to attend as part of career advancement

in the organization.

4. Categorical Public Problem-Solving Motivations. In a significant number of public and private programs expending billions of dollars, educational programs are conceived by legislatures or public and private agencies as part of a larger public problem-solving situation. Law enforcement, drug abuse, environmental quality and agricultural production are examples of complex areas in which major expenditures of funds for the training of special clientele groups or the general public on short-term or part-time bases are but one component of a larger solution involving noneducational programs as well. In these cases the programs are conceived and organized by program agencies, the curricula are set by the agencies or their consultants, and then students are induced or recruited by the administering agency or educational institution to assist in the achievement of social, or public, rather than individual student objectives.

Conclusion

In effect, we will be looking at financing patterns for part-time students in credit and noncredit programs who attend postsecondary institutions as 1) individuals; 2) members of professional or occupational groups; 3) employees or members of public or private organizations and associations; and 4) participants in categorical public problem-solving programs of government and private agencies.

It is important to note that these classifications do not pigeonhole part-time students into a single group. Because of the nature of part-time study, an individual may be participating in more than one type of program simultaneously or in sequence. For example, a doctor employed by the Veterans Administration may be taking a course in Chinese history or political science for his own personal growth during the same year that he will also be attending a ten-day session on his medical specialty at the local medical college under sponsorship of his medical association, attending VA programs to deal with the special problems of veterans, and participating in drug abuse programs sponsored by the federal agency administering the Drug Abuse Control Act. His motives for participating in each type of program would be different and the financing patterns would vary from full cost to the participant to full cost borne by the employer or sponsoring agency. The 1969 USOE survey indicates that of the 13,041,000 individual part-time students in postsecondary education, 71.1 percent participated in only one activity; 15.9 percent in two activities; 5.6 percent in three; 5.7 percent in four and 1.6 percent in five or more.

THE IMAGE OF PART-TIME STUDENTS

Why have institutions of higher education and policy makers ignored or discriminated against the part-time student so pervasively? One part of the answer has to be the attitude of academicians and policy makers that the failure to pursue and complete a degree program is largely frivolous and wasteful of academic resources. According to the critics, part-time students are not serious in their motivations, are not as competent as regular students, and worst of all, adult education is synonymous with flower arranging, French and Chinese gourmet cooking and other less academic subjects.

Seriousness of Purpose

An examination of the evidence indicates that part-time students are as interested in serious academic study in a broad range of scientific, professional and cultural pursuits as their full-time counterparts. In institutions which were members of the Association of University Evening Colleges and the National University Extension Association in 1970-71, for example, there were 4,655,812 registrations in credit and noncredit programs broken down as follows by academic subject:[16]

Subject Area	% of Registrations
Agriculture	3.0
Behavioral Sciences	18.1
Biological Sciences	2.2
Business	14.6
Education	16.0
Engineering	4.5
Health Professions	3.9
Humanities	16.7
Law	3.0
Physical Sciences	6.2
Interdisciplinary	3.6
Other	8.2
	100.0

As is evident, these programs spanned the range from the physical and social sciences and the professions through the arts and humanities.

Looked at in another way, more than three-fourths of students in the 1972 USOE survey pursued general education and occupational training and the others engaged in instructional activities for personal or family living, social or recreational lessons, community issues and other subjects. The breakdown by subject matter and instructional source is as follows:

Type of Subject	2-year Colleges (percent)	4-year Coll/Univ (percent)	Private Voc/Bus (percent)	Employer (percent)	Labor/ Prof Assoc (percent)
General Education	35.6	47.1	7.7	6.9	6.3
Occupational	59.3	60.0	78.7	83.2	79.3
Community Issues	3.6	6.8	2.9	8.2	8.3
Personal/Family Living	9.2	4.4	8.3	3.5	6.9
Social/Recreation	9.7	4.4	5.3	1.0	1.1
Miscellaneous	.7	.8	.6	1.4	1.6
Total participants (numbers in thousands)	2,561	3,367	1,393	2,613	871

Totals add to more than 100 percent because of multiple choices of subject matters.

These more recent data confirm studies of adult students reported during the 1950's. David Nicholson in a survey of nearly 5,000 adult students reported in 1955 that 86.8 percent of the men and 65.0 percent of the women responded that an "increase in their earning power" was a prime expectation from their courses. Over half stated that a major purpose in enrollment was to "prepare for a position in which not now employed."[17]

Louis D'Amico, in a Flint, Michigan survey of 539 adult evening students in 1959, reported that 85 percent of the respondents stated that "their purpose in attending evening class was to improve their work situation."[18] Similarly Charles Chapman surveyed 6,610 adult students in Contra Costa, California to determine "why students return to school." Economic enhancement was by far the most predominant reply in the survey, followed by cultural-intellectual interests and educational advancement.[19]

Part-time students' seriousness in taking courses is also revealed by the completion rate. In the 1969 and 1972 USOE surveys, 70 percent of the students had finished their courses when interviewed, 26 percent were still taking them and less than 10 percent had dropped them.

Dropout rates for 2-year and 4-year institutions differed significantly. Sixty-seven percent of part-time students in 2-year collegiate institutions completed their courses or activities, while 82.7 percent in 4-year institutions did; 12.6 percent in 2-year institutions had dropped them, in contrast to only 5 percent in 4-year institutions; 27.4 percent of students in 2-year colleges were still taking their courses, while 18.2 percent in 4-year institutions were.

This is in marked contrast to completion rates among full-time students. Although available survey data of full-time students are not exactly comparable they do enable us to compare in rough form what might be called a "persistence' or "seriousness" factor in the behavior of full- and part-time students. The ACE 1966 Freshman Survey of a selected sample of the class of 1970 four years after entering college revealed that 34 percent of all students at 2-year colleges and 22 percent at 4-year colleges and universities dropped out during or after the first year. Completion rates continued to drop during the next three years although not as rapidly. At the end of four years 59.5 percent of students at 2-year institutions and 41.5 percent at 4-year institutions had dropped out without receiving a degree.[20]

Perhaps the most telling evidence of the seriousness of the part-time student is the growing trend toward acceptance of special or regular degree opportunities for the part-time student. In a survey completed last year, the National University Extension Association listed 2,848 degree programs for part-time students at 1,277 colleges and universities in the United States. Community colleges have gone furthest in opening their doors wide to full- and part-time students of all ages. Of the total degrees listed, 2,137 were associate degrees, 341 baccalaureate, 296 masters, 6 doctorates, 55 juris doctors and 13 unclassified.[21]

Although many of these programs are traditional evening college programs, 39 cater to national and international student bodies, 26 are statewide in scope and 107 are "contract" degrees for the members of trade and professional associations and governmental or civilian organizations.

It is estimated that these special, external and evening degree programs are increasing at the rate of one per week in the United States.

Ability

Another assumption that has received acceptance over the years is that adult students do not possess the same capacity to learn as their younger counterparts. However, available evidence indicates that no significant gap exists between the intelligence and comprehension levels of the two types of students.

Frank S. Freeman's study concludes that "although there is a slight decline between the ages of thirty and fifty, the loss is not very serious; and, it may be argued, the loss is perhaps more than compensated for by accrued experience, better organization of intellectual behavior and improved judgment."[22]

In a 1954 Roosevelt University study of 24 pairs of day and evening college students of varied ages and similar educational backgrounds, a battery of ACE psychological tests indicated that "academic ability, as measured by the ACE examination, held constant."[23]

In 1928, Edward L. Thorndike, in his exhaustive study, Adult Learning, concluded that, "in general, nobody under forty-five should restrain himself from trying to learn anything because of a belief or fear that he is too old to be able to learn it. Nor should he use that fear as an excuse for not learning anything he ought to learn. If he fails in learning it, inability due to age will rarely, if ever, be the reason...teachers of adults of age 25 to 45 should expect them to learn at nearly the same rate and in nearly the same manner as they would have learned the same thing at fifteen to twenty."[24]

In commenting on Thorndike's celebrated report, "Psychology of Aging," author James E. Birren stated:

> "...the evidence that has been accumulating on both animal and human learning suggests that changes with age in the primary ability to learn are small under most circumstances. When differences do appear, they seem to be more readily attributed to processes of

> perception, set, attention, motivation, and the physiological state of the organism rather than to a change in the primary capacity to learn. Since Thorndike's study in 1928, there has been a general tendency to advance the age at which subjects in learning research are regarded as aged. At the present time, there is little evidence to suggest that there is an intrinsic age difference in learning capacity over the employed years; that is, up to age sixty."[25]

Another intensive investigation into adult learning was the Stanford Later Maturity Study conducted in the early thirties. The test thoroughly evaluated 910 subjects in six age groups between 10 and 89 to determine intellectual abilities in a variety of categories. In successive tests measuring memory, motility, skill, imagination, comparison and judgment, adults in their thirties, forties, fifties and sixties consistently performed on a par with those in their teens and twenties with only slight variation. Significant declines did occur, though, in the results of visual acuity and performance under timing.

The Stanford researchers summarized that while eye and motor function efficiency may decrease with age, intelligence and general ability clearly did not.[26]

J.R. Kidd summarized it most succinctly when he concluded: "The physical and sensory equipment of people of all ages is ample for most kinds of learning if used efficiently...there is nothing about aging itself which prevents or seriously hampers learning."

"Continuing education," he continues, "has become an important enterprise for millions of adults, and the effectiveness of such education is a matter of utmost social and national importance."[27]

Performance

Performance of adults in the classroom has been measured against youth performance in more than a dozen different research projects in the past thirty years. In test after test, it has been consistently determined that adults performed generally as well as, or better than, students in their late teens and early twenties.

Two major tests by Herbert Sorensen led him to conclude that performance in the classroom up to the age of fifty remains unchanged for those adults who had attended classes at least on a sporadic basis prior to the testing. For those who have spent long periods absent from any classroom situation, Sorenson found that there was "a slight disability which can be overcome by the resumption of study."[28]

A study as early as 1938 by McGrath and Froman arrived at basically the same conclusion. After examining over 2,000 individuals involved in greatly diverse levels of education, the authors agreed that "considering the college student body as a whole, there is not a great difference in college aptitude between these (college) students and those who come in the evening session."[29]

One major research project worthy of mention is the Schultz and Ulmer study which was undertaken seven years ago. Subjects were divided into day and evening classes and five courses were presented: World Literature, Inorganic Chemistry, Plane Trigonometry, Accounting Principles and English I. All variables were controlled.

Schultz and Ulmer reported that "the advantage was clearly with the evening classes, as in no case did a day class have as high a mean score as did the matched evening class."[30] In evaluating the Schultz and Ulmer report, L.V. Koos concluded "that students of the older age group achieved at a higher level than did young students and, irrespective of ability, were the high scorers in the study: for every test period, an evening age group scored at a higher level than did a day age group."

He continues:

> "...the findings of these projects (Schultz & Ulmer and seven other studies) which spread over the span of a third of a century warrant a general conclusion that the ability of adults enrolled in college-credit courses is usually at least on a par with that of students of normal age for these courses and that the adults' performance in courses is likewise typically at least as good and sometimes better."[31]

Minority Group Participation

Discrimination against women in part-time programs appears to be minimal if it exists at all. The gross data on participation from the 1969 and 1972 USOE surveys indicate that the number of women surpassed that of men in postsecondary education in 1972 for the first time: there were 7,995,000 women participants (50.8 percent) and 7,738,000 men participants. This represented a 28.1 percent increase for women since 1969 and a 13.8 percent increase for men. The proportion held up at collegiate institutions: 50.6 percent of participants at 2-year institutions were women and 48.8 percent at 4-year institutions. This compared with 39 percent women in full-time study at collegiate institutions in 1969 and 40 percent in 1972.

Blacks have not participated in part-time postsecondary education to as great a degree as in full-time or in the same proportion as in the general eligible population; other racial groups have participated at a higher level than their proportion of the eligible population. In 1972, 9.9 percent of the eligible population were black and 1 percent other racial groups. Among full-time students 11.1 percent were black and 1.7 percent other racial groups. Among part-time postsecondary students 6.4 and 1.3 percent were black and other racial groups respectively. In the collegiate sector 7.8 percent of part-time students in 2-year colleges were black as were only 5.1 percent in 4-year institutions.

The high proportion of women in the part-time student population and the higher proportion of other racial groups in the part-time student body than in the general population would appear to indicate that no pattern of discrimination exists in part-time programs. Yet the shortfall in the percentage of blacks in the part-time student body needs to be explored and explained. Available data do not offer an explanation for this phenomenon.

Conclusions

The stereotype of the part-time student compared to the full-time student, which is often shared by academicians and public funding agencies, has no validity.

The part-time student appears to have equally or more serious motivations in terms of subject matter and occupational motivations for participation and drops out with less frequency; the part-time student has equal intellectual ability and more accrued experience to profit from exposure to academic learning; the part-time student achieves as well or better in academic performance.

The part-time student body has more women than men; fewer blacks and more other racial groups than in the respective eligible populations.

PART-TIME STUDENTS - HOW MANY ARE THERE?

Part-time students are not only serious students motivated in more complex ways than regular full-time students but they now constitute as large or larger a proportion of the total student body in postsecondary education and more particularly in higher education than full-time students.

The Overview

As always, the numbers depend upon definitions. Johnstone and Rivera, using a broad definition which included self-motivation and on-the-job training, and a scope which covered community organizations such as churches, synagogues, YMCA's and the like, came up with a total of 28.8 million persons 21 years and over who participated in postsecondary education during 1961-62 out of a total adult population of 114 million, or 25.2 percent. Of these, 2.6 million were in full-time programs, 17.2 million attended part-time and 9.0 million participated in self-instruction. A total of 13.4 million attended classes, talks, lectures and discussion groups in the following institutional settings:[32]

2,640,000 at colleges and universities
1,860,000 in business and industry
1,050,000 in government programs
480,000 in armed forces programs
3,260,000 in churches and synagogues
2,240,000 in community organizations
1,740,000 in elementary and high schools
1,120,000 in private schools
240,000 in other programs

More appropriate for current purposes are the triennial surveys conducted by the National Center for Educational Statistics, U.S. Office of Education in 1969 and 1972 for part-time students age 17 years or over in all types of postsecondary education sponsoring organizations.

Overall, the data reveal that postsecondary education is becoming increasingly dominated by part-time study. In 1969, part-time students (credit and noncredit) comprised 55 percent of the total student body (13,041,000 part-time students vs. 10,654,000 regularly enrolled full-time students). By 1972 this proportion had increased to 57.5 percent part-time (15,734,000 vs. 11,602,000). Table 1 provides the breakdown of part-time students by institutional source of instruction.

In collegiate institutions two trends of great significance are apparent: First, the number of part-time students increased 35.3 percent over the three-year span from 1969 to 1972.* This contrasts to an increase of only 9.2 percent in full-time degree credit enrollments (10.1 percent in degree and nondegree credit enrollments). The increase in part-time participation was strongest in noncredit activities (54.5 percent) but was also very strong in credit and certificate/license activities (30.3 and 31.9 percents respectively):

Number of Part-time Participants in
Collegiate Institutions, 1969 and 1972

Type of Program	Number of Participants		Change
	1969	1972	
Credit	2,697,000	3,516,000	+ 30.3
Certificate/License	598,000	789,000	+ 31.9
Noncredit	1,143,000	1,767,000	+ 54.5
Totals	4,381,000	5,928,000	+ 35.3

Columns do not add because of multiple participation.

Second, in 1972 for the first time in the history of higher education, approximately half the student body participated in part-time study. The 5.93 million part-time students (50.5 percent) in collegiate institutions (credit and noncredit) in 1972 compare with 5.81 million regularly enrolled full-time during that same year.** When opening fall enrollment data are used, the proportion of part-time students to the total enrollment in 1972 was 49.4 percent.

A caveat is necessary. The number of part-time students obviously cannot be equated with full-time enrollments in terms of work and faculty loads on the institutions. Limited data indicate that the average part-time credit student takes between a one-third and two-fifths full-time course load. Experience in the State of Georgia since the adoption of the continuing education unit as a measure for noncredit activities indicates that noncredit activities in the Georgia State System for FY 1972-73 had a full-time equivalent student ratio of 1 to 9 in relation to full-time student FTE.

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*See Table 1, p. 82 for detailed explanation of possible distortions in the the number of collegiate part-time students.

**Census Bureau count of regularly enrolled students. Opening fall HEGIS enrollments of credit students were 6.06 million full-time.

Community colleges have a particularly consistent record in full-time, part-time enrollments since 1965 with a 53-47 ratio during those years:

Year	Full-time Enrollment	%	Part-time Enrollment	%
1965	671,015	52.4	610,501	47.6
1966	792,006	54.4	664,157	45.6
1967	886,800	52.8	792,056	47.2
1968	1,020,660	53.5	888,458	46.5
1969	1,170,482	52.4	1,064,187	47.6
1970	1,282,604	52.4	1,164,797	47.6
1971	1,387,207	51.6	1,299,964	48.4

Source: American Association of Community and Junior Colleges.

The data for opening fall graduate enrollments are even more striking:

Year	Full-time Graduate Enrollments	%	Part-time Graduate Enrollments	%
1967	450,436	50.1	449,529	49.9
1968	471,693	45.3	569,469	54.7
1969	364,518	38.0	593,579	62.0
1970	379,784	36.5	662,077	63.5
1971	389,291	38.3	626,069	61.7
1972	394,653	36.9	675,293	63.1

Source: American Council on Education Special Tabulations based on HEGIS reports.

These data do not include some of the major categorical problem-solving federal programs or public service activities of institutions of higher education such as the Cooperative Extension Service and Civil Defense Training and Education, only a fraction of whose educational activities appear in higher education enrollment data, whether credit or noncredit. The dimensions of those programs are treated below.

Part-Time Students by Motivational Categories

The available data on part-time study have not been compiled in accordance with the motivational categories developed in this report. Because financing patterns depend so much upon these motivational patterns of students, we will make an effort to calculate the dimension of these categories of students if only imperfectly and in rough form.

a. Individually Motivated

If we assume that a very large proportion of students attending credit programs are individually motivated--easily a substantial majority--the size of this group is significantly large.

According to the USOE 1972 survey, 3,516,000 part-time students attended college or university credit programs not including certification and licensing programs. Another 341,000 attended college credit programs through other institutional arrangements and 2,778,000 took noncollegiate credit programs including those in vocational, trade and business schools.

b. Professional and Occupational Part-Time Students

Both the 1969 and 1972 USOE surveys indicate that a majority of all part-time students in postsecondary education participated in occupational or professional training: 55.3 percent in 1969 and 57.3 percent in 1972. The breakdown among categories is revealing not only in the size of the absolute numbers but also in the rate of increase in the three-year period:

Category	1969 Participants	1972 Participants	%Change
Vocational-Technical	3,946,000	4,836,000	+ 22.6
Managerial	2,150,000	2,791,000	+ 29.8
Professional	1,510,000	1,805,000	+ 19.5
Other Occupations	73,000	189,000	+158.9
Totals	7,217,000	9,016,000	+ 24.9

Columns do not add because of multiple participation. Counts in each cell are unduplicated.

We have no data on how many of this group of participants in either year were motivated by legal or professional and occupational group pressures. The 1972 data do reveal that 691,000 participants were in occupational programs operated by labor and professional associations and another 300,000 in community organizations. Labor and professional organizations trained a total of 871,000 students including the 691,000 in occupational programs. Perhaps the best measure of professionally and occupationally motivated part-time study is the reported 2,722,000 participants in skill certification and licensing programs operated by all types of institutions.

On the noncredit side, the USOE National Center for Educational Statistics, reporting on noncredit professional and technical continuing education activities in 1967-68, indicated a total of 921,015 registrations in institutions of higher education (Table 2).[33] Although these data may be somewhat underreported (see below) they do provide a minimum base for the scope of professional continuing education which in all probability is peer group motivated or required by licensing agencies or professional associations.

Other evidence indicates that the number is substantial. Teachers, for example, whose certification and/or salary requirements are based in part on continuing education, have long comprised a major proportion of summer session enrollments. The proportion has dropped back recently as a larger proportion of regular full-time students has started to attend one or more summer sessions for additional or makeup work, but the total is still substantial.

Given the certification and salary incentive motivations of teachers, their participation in part-time study is highly illuminating. In two National Education Association surveys of professional growth activities of public school teachers taken in 1965-66 and 1970-71, 70.2 percent of the nation's 1,710,000 teachers reported taking some type of part-time college study during the three years prior to 1965-66 and 61.1 percent of the nation's 2,062,000 teachers reported similar activity in the three years prior to 1970-71 (Table 3). Sixty percent or more participated in educational programs sponsored by their school systems and professional associations.[34]

In medical, dental and related health fields, physicians appear to have made the most rapid increases in continuing education activities, aided and abetted by a growing trend toward mandatory continuing education requirements for associational membership or relicensing. In 1954-55, only 18,819 physicians were reported to have taken continuing education courses sponsored by medical schools; by 1962 the number was 57,530; and by 1971-72 medical schools reported 309,649 registrations in their continuing medical education programs[35] (Table 4).

c. Organizationally Oriented Students

The 1972 USOE survey of part-time postsecondary students indicates that 2,613,000 persons participated in employer programs, or 16.6 percent of the total. Another 1,996,000 or 12.7 percent, participated in programs operated by community organizations. Overall, 4,076,000 of the 15,734,000 part-time students, or 25.9 percent indicated that they were financed by their employers.

Some organizational programs are exemplary. The Civil Service Commission administers what is undoubtedly the largest such program in the country. Each year since FY 1967 almost one million civilian federal employees out of a total of three million have participated in a broad range of training and educational programs (Table 5). In FY 1972, 73.3 percent of the participants were in internal agency programs, 9.3 percent in interagency programs, and 17.3 percent in nongovernmental. The programs ran the gamut from professional and scientific to secretarial and semi-skilled training.[36]

In the federal sector, the Department of Defense carries out a large and sophisticated program. Between FY 1967 and FY 1972, there were 2,917,201 DOD civilian participants in Civil Service Commission programs or an average of 486,200 per year (Table 5). Its military personnel participated even more extensively in educational programs at institutions of higher education. A total of 509,376 military personnel participated in a broad range of educational programs including tuition assistance (224,670), degree completion (10,626), U.S. Armed Forces Institute Correspondence and Group Study (145,354), postgraduate study at civilian and military institutions (7,303), contract programs (5,595), commissioning programs (1,917), VA PREP and tuition assistance programs (113,339) and education counselors' training (592). DOD estimates that 692,990 participated in FY 1973 and 818,944 will participate in FY 1974[37] (Table 6).

In the corporate field, the National Industrial Conference Board's recent study of employee tuition aid plans in 200 U.S. and Canadian companies indicated that 155 institutions with a total of 3,644, 459 eligible employees had a participation rate of 5.3 percent or 193,156 participants.[38] The top participation rate was 46.7 percent in Kimberly Clark Corporation. The total for all business corporations in the United States is not known, but surveys conducted by the Conference Board in 1964 of manufacturing companies with 250 or more employees revealed that 65 percent had tuition aid plans. The Board believes that the percentage is higher today.

One form of organizational-occupational training program which has quietly come to the fore in recent years has been created and financed by collective bargaining agreements. In 1969, a U.S. Bureau of Labor Statistics study indicated that 344 of 1,823 major collective bargaining agreements contained training, retraining, and tuition aid provisions[39] (Table 7). Numbers of participants in these programs have not been recorded.

d. Categorical Problem-Solving Program Participants

Exclusive of direct student aid programs, there were 168 federal programs in FY 1972 classifiable under the general category of "categorical problem-solving," which had extension or continuing education components for professional and paraprofessional staff, the general public or targeted categories of recipients at institutions of higher education. Cooperative extension, law enforcement assistance, drug abuse education, water pollution control, teacher education and many kinds of health and allied health programs are among the best known of these categories. The major categories are listed in Table 8.

Data are not available for similar programs at other postsecondary institutions but the dollar amounts are substantial inasmuch as they would include $1.8 billion for manpower training and $500 million for vocational programs.

The total number of persons trained in these programs is not ascertainable, but in the few instances in which some data are available the numbers appear to be formidable.

For example the Cooperative Extension Service expended $385,091,000 for agricultural extension through land-grant institutions in FY 1973[40] (Table 9). Because of the informal noncredit nature of the program, no headcount figures are fed into the enrollment count or the national survey data. Yet in 1962, the last year in which USDA attempted to compile data on agricultural extension activities, they reported more than 4.6 million visits to farms, homes and offices; almost 8 million office calls; 224,000 training sessions for local leaders with an attendance of 5.2 million participants; 1,230,000 other types of meetings for 49 million participants, in addition to 13.5 million telephone calls, 870,000 newspaper articles, 605,000 radio broadcasts, 44,000 television broadcasts and 51.8 million publications disseminated to the public[41] (Table 10). Every county but five in the United States had an extension office staffed by at least one professional county agent.

In another example--Civil Defense Training and Education--only a fraction of the total educational effort is likely to appear in enrollment or registration data. In 1972, of the 2,648,201 persons who were trained in various programs of the Defense Civil Preparedness Agency[42] (Table 11), it is likely that no more than 50,000 appear in any statistical data series other than the agency's annual report.

Although there is no consistent correlation between the amount of dollars spent in the educational component of a categorical problem-solving program and the number of participants in it, a review of expenditures (allocations) for federal programs of this type can provide a rough indication of the dimensions of these activities.

In FY 1972, the 168 federal programs had total appropriations of $6.21 billion and allocations of $1.03 billion for extension and continuing education at colleges and universities (Table 8). The largest number of programs (45), 26.8 percent, related to the education professions and they received the largest share of the total allocations, 21.6 percent. Health programs accounted for 19.6 percent of the total number of programs and 18.1 percent of the funds. Social welfare, agriculture and law enforcement followed in that order.[43]

Conclusions

1. The fact of central importance for postsecondary education today is that well over half of the student body, 57.5 percent, participates on a part-time basis. This is true not only for postsecondary education as a whole but also for the collegiate community where for the first time in American history, approximately half of collegiate students, credit and noncredit, are participating on a part-time basis. The historical focus of collegiate institutions on full-time students' needs and interests must be questioned not only on a pragmatic basis but also in terms of equity.

2. The fact that part-time student participation is increasing at a rate three-and-a-half times greater than full-time enrollments lends impetus, even urgency, to this situation.

3. Available data indicate that the number of part-time participants in the four categories of student motivations developed by this study is sufficiently large in each category to be worthy of separate analysis and attention. In particular, the size and complexity of the system of categorical problem-solving programs at the federal level requires our special attention.

DELIVERY SYSTEMS AND FINANCING PATTERNS

Delivery Systems

a. Degree and Nondegree Credit Programs

Current educational delivery systems and financing patterns for part-time students are as pluralistic as the students they serve.

In credit programs, by far the largest number of students participate in evening and weekend college work--the latter being a recent innovation. In NUEA's listing of 2,848 U.S. college and university degree programs for part-time students in 1973, the 2,585 evening and weekend college programs comprised 90.7 percent of the listings. Virtually all of the 2,137 associate degrees are evening degrees and all 55 law degrees are in this category.[44]

Courses at off-campus extension centers, many of them until recently available for degree credit on a limited basis only, have been a staple in the diet of the part-time student since the 1880's. Most, but not all, are evening classes.

Similarly, correspondence study, with origins in the 19th century, has been a perennial favorite of part-time students. Most of the courses taken are for credit but no collegiate institution allows a degree to be earned solely through correspondence study.

Courses offered through the mass media, primarily over radio and television, to the general public for credit have been available for more than two decades but have never caught on to any great extent except in Chicago. The current experimental program by the University of California, San Diego, offering correspondence courses at over 100 colleges and universities through 250 local newspapers in all parts of the country may have greater public acceptance.

The newest form of delivery system for part-time students are special and external degrees which had their origins in the fifties and their most rapid growth in the late sixties and early seventies. Ranging from degrees earned solely through examination to contract degrees offered to the members of particular organizations at their home bases, many of these degrees combine college level examinations (CLEP), independent study, on- or off-campus classes, TV classes, field work, on-the-job and other types of learning experiences. Although independent study is one of the main characteristics of special and external degrees, in terms of numbers it has not as yet rivaled evening study as the vehicle for obtaining a degree on a part-time basis.

Summer sessions, which for years were dominated by teachers, have been a significant vehicle for part-time students to acquire degree credits. Surveys in the sixties indicate that summer session enrollments are about 40 percent of opening fall enrollments.[45] Summer sessions usually depend upon concentrated, abbreviated classes, seminars and workshops as their delivery modes. Field trips and travel courses have also been part of the system.

b. Noncredit Programs

Noncredit programs range from the least sophisticated to the most sophisticated higher education programs. Postdoctoral continuing education of medical doctors, juris doctors, aerospace and electronic engineers and other professional groups is almost always at the most sophisticated learning levels in higher education. Most of it is in seminar or short course form. Recently, telecommunications systems have been developed to bring programs to professionals on site where they work. Programs from campuses to hospitals for doctors, surgeons and other allied health personnel have gained favor because they save medical personnel the commuting time to campuses and because hospitals are a normal and convenient meeting place for such personnel. Broadcast television and cable TV are now being used to bring special courses from campuses to manufacturing plants and other business sites. Most courses of this type have been for engineers so far. Satellites are being experimentally used to bring medical programs to doctors in the Pacific basin.

The USDA cooperative extension system is the largest, most integrated and most complex nonmilitary educational delivery system in the world. It does not offer credit work or usually make a charge for its services to regular clientele groups. It uses virtually every type of educational technique except classroom credit courses. It is administered by university personnel who have federal appointments and it is hooked into the state experiment stations and the USDA Agricultural Research Service for research inputs and backup. Similarly it is normally tied in to the schools of home economics and agriculture for training of clientele groups and professional staff, and for access to faculty agricultural specialists on a joint basis. It is the foremost model of a viable and highly effective categorical problem-solving delivery system.

Civil defense preparedness and disaster relief planning, sea grant programs and state and national humanities public service programs are in various stages of evolution of integrated noncredit delivery systems.

The most frequently used noncredit delivery vehicles are conferences, institutes, seminars, short courses, workshops, special classes, correspondence study, broadcast media, demonstrations, group discussions and technical assistance and advisory information services. Except for correspondence study, their most enduring characteristic is highly concentrated learning in short periods of time. Conference-type programs tend to average about five days' duration.

Institutions, especially community colleges, appear to be moving toward expanding longer term "certificate" programs for students desiring technical or vocational training. Although these programs are usually the equivalent of diploma or certificate programs in noncollegiate postsecondary institutions, they are classified technically as noncredit on campuses.

The concepts of credit and noncredit become somewhat clouded when one examines the world of noncollegiate delivery systems. In proprietary and other noncollegiate educational institutions, full- and part-time students proceed through a curriculum leading to a diploma or certificate. The collegiate pattern of regular classes is typical for these institutions.

The noncredit programs put on by corporations, government agencies, labor unions and social organizations for their own employees and clientele groups tend to follow the credit and noncredit patterns of collegiate institutions: classes, seminars, workshops, discussion groups and conferences.

Financing Patterns

a. Individual Students

A majority of individual part-time students (54.6 percent) in postsecondary education depend upon self or family for financing their educational activities. Employers finance 25.9 percent of the participants, public funding 18 percent, private organizations 7.4 percent and other sources 4.6 percent. In collegiate institutions, a larger proportion of students provide self or family support for their educational activities: 67.2 percent in community colleges and technical institutes, and 72.1 percent in four-year colleges and universities. Only 11.5 percent of part-time students at two-year colleges and technical institutes are financed by employers while 20.1 percent of students at four-year institutions are so financed. Public funds are the financial source for more students at two-year institutions, 23.1 percent, than at four-year institutions, 11.5 percent. Other financial sources are minor (Table 12).

Of crucial significance is the fact that federal student aid programs massively discriminate against part-time students. The Basic Opportunity Grant (BOG) program does not provide eligibility for part-time students at this time in spite of the fact that the Higher Education Act Amendments of 1972 made a breakthrough in providing eligibility for half-time students on a proportionate basis with full-time students. In the implementation of the program, Congress restricted eligibility for BOG grants to full-time freshman students on the first go-round of payments and to freshmen and sophomores on the second go-round. Part-time students are now eligible for supplemental opportunity grants but these grants are under the administrative control of institutions and are seldom awarded to part-time students.

In the regulations to implement the BOG program, further discrimination is likely against low-income students who were barred from going to college in prior years because of inadequate income and lack of outside financial aid and who probably now have jobs and family commitments, and therefore would have to go to college on a part-time basis. The schedule of family contributions required from students independent of their parental families in calculating entitlement to the basic grant is prohibitively high. For a single, independent student, the contribution is 75 percent of discretionary income and 33 percent of net assets (equity in a home or business), and 33 percent of net other assets, minus a $7,500 reserve. For the married student without dependents it is 50 percent of discretionary income.

It is highly illuminating that when 1973-74 BOG grants went begging among freshmen and sophomores during the Fall 1973 semester, USOE began efforts to recruit full-time students into the program instead of attempting to get Congress to open eligibility to part-time students.

Similarly, social security benefits for schooling of children of retired, deceased or disabled parents was extended in 1965 to dependents between the ages of 18 and 22, but only if the dependents continued their education on a full-time basis.

Part-time students have been eligible for student loan programs but they have not participated proportionately to their enrollments in institutions of higher education. In the Guaranteed Student Loan Program (GSL), only 14.4 percent of the recipients of GSL's in FY 1972 were part-time students; and only 6.6 percent have been part-time since the inception of the program.[46]

These discriminations against part-time students exist in spite of the fact that part-time students on the whole are more in need of financial assistance than full-time students, at least when measured in terms of family income. The 1969 USOE-Census Bureau survey of full- and part-time postsecondary students indicated that there were more full-time students with family incomes less than $7,500, more part-time students with family incomes between $7,500 and $14,999 and more full-time students with family incomes over $15,000. This in spite of the fact that the part-time student population included more than 1.5 million professional people plus businessmen and other employed higher income occupational groups.

Family Income of Full- and Part-time Students in
the United States
1969

Family Income Level	%Full-time	% Part-time	%Nonstudents
Under $7,500	32.3	29.5	47.9
$7,500-14,999	40.7	47.5	38.0
$15,000 and over	27.0	23.0	14.0

Source: 1969 USOE Survey.

It is worthwhile noting that the 1969 and 1972 surveys revealed that adults who are not participating in postsecondary education are at lower family income levels than either full- or part-time students. This was confirmed by the national survey of the adult population conducted by the National Commission on Non-Traditional Study in 1972. The results indicated that "cost, including tuition and all incidentals" was the most frequently reported main obstacle to learning by would-be learners, (53.0 percent of respondents or 42.3 million persons of the total adult population).[47]

The 1972 Census of Population indicated that family income of full-time students had increased sharply while family income of part-time students had only drifted upward.

Family Income of Full- and Part-time Students, 1972

Family Income Level	%Full-time	%Part-time
Under $7,500	22.9	26.0
$7,500-14,999	39.3	46.4
$15,000 and over	37.8	27.7

Source: U.S. Bureau of the Census, 1972 Census of Population, Special Tabulations.

Far from being affluent and not worthy of student assistance, the part-time student proves to be what continuing educators have long known: he is often a low-paid working person who is attending school to advance himself. This is borne out by the 1972 USOE survey which indicated that 54 percent of all part-time participants in postsecondary education gave "improve or advance in current job" or "get a new job" as the reason for taking the course. These percentages were uniformly high in regular post-secondary schools: 54.2 in two-year colleges, 63.5 in four-year colleges and 71.0 in private vocational and business schools. Similarly 85.3 percent of participants in employer programs gave these reasons as did 71.9 percent in labor and professional associational programs.

Part-time students participate in National Direct Student Loans (NDSL) in larger numbers than in the Guaranteed Student Loan Program although they are still not participating in proportion to need. In FY 1971, only 11.9 percent of all NDSL loans were received by part-time students. In FY 1972 the proportion increased sharply to 22.5 percent[48] but was still below the proportion of part-time students in the total student population.

Institutions of higher education contribute to this bleak picture. It has long been known that colleges and universities have used differential tuition rates among full- and part-time students. A current American Council on Education survey of tuition rates at four-year institutions of higher education indicates that 16.9 percent charged higher tuition rates per credit hour for full-time students than for part-time students, 24.6 percent charged the same rates for full- and part-time students and 58.6 percent charged higher rates for part-time students. The discrimination against part-time students was greatest among public institutions, probably because some states require extension and continuing education courses to be self-supporting or nearly so: 3.2 percent charged higher rates for full-time students, 29.8 percent the same rates and 66.9 charged higher rates for part-time students [49] (Table 13).

The discrimination of institutions against part-time students extends to financial aid programs. The Commission on Non-Traditional Study's survey of educational supply found that 34 percent of 1,178 colleges and universities studied make no financial aid available to part-time students.[50]

The discrimination against part-time students extends to state financing programs. Of 28 states with some type of needs-based student aid program only four--Connecticut, Maryland, Tennessee and Wisconsin--provide any eligibility for any part-time students.[51]

State institutional support suffers from a similar lack of consideration for part-time students. In a recent survey by the American Association of State Colleges and Universities, institutions in 12 of 23 responding states reported that no state funds were appropriated for off-campus programs.[52] Similarly, in a 1970 National University Extension Association survey of its membership, 46 percent of reporting public institutions indicated that state appropriations for general extension and continuing education divisions ranged from 0 to 25 percent of budgeted expenses.[53] Only one state, Georgia, is known to provide funds for academic instruction, research and administration for all part-time credit students on an FTE formula basis and administrative funds for noncredit student programs on the basis of continuing education units.

The massive discrimination against low-income, part-time students is capped by the fact that working students are subject to the same income tax levies on their incomes as the rest of the population (they have income tax deductions on their educational expenses only when the expenses are directly work related) whereas full-time students who are the recipients of grants and fellowships are tax exempt on their income from these sources. So we have the paradoxical situation in which some part-time students are paying taxes which in part are used to pay the educational costs of full-time students who are eligible for nontaxable grants and fellowships.

Some part-time students in collegiate institutions are disadvantaged in comparison to similar students in other postsecondary institutions. Students in "certificate" programs at collegiate institutions are not eligible for federal student aid programs (aid is restricted to degree credit students) even though attendance is on a full-time basis. Students in similar "diploma" programs at noncollegiate institutions are eligible for BOG and other federal aid programs. The institutional system (degree and diploma) is the determining criterion for student eligibility for federal aid rather than program characterisitics and student objectives. In other words, the student with the same educational objective is eligible for federal aid if he attends a six-month diploma program at a noncollegiate postsecondary institution but not if he attends a similar program at a collegiate institution which only awards a certificate upon completion. The same student can be eligible for aid at a collegiate institution if the institution labels the program degree credit instead of a certificate program.

Federal categorical student aid programs, some of which are associated with categorical problem-solving programs, take a different approach to part-time students. In FY 1971, 27 federal student aid programs provided a total of $1,429,922,041 to students for attendance at institutions of higher education (Table 14). By far the largest proportion of the funds went for veterans benefits--$1,367,500,000; the others provided fellowships or scholarships in health related fields, arts and humanities and law enforcement. Part-time students were not excluded from these programs. The programs either limited aid to part-time students or made part-time students eligible on a proportionate basis.

Some short-term poverty and teacher training programs authorize payment of subsistence allowances of $75 or more per week for participants. The GI bills have authorized in one case an allowance for subsistence plus tuition payments and in another case a fixed allowance for subsistence and tuition. In all the above, incremental amounts for dependents are allowed.

The GI bills must be viewed as a model for student aid to individually motivated students. They cover veterans and predischarge servicemen, students at colleges and universities, other postsecondary institutions and on-the-job training; and they allow payments to both full-time and part-time students. Given free choices by the veterans, 57.1 percent attended colleges and universities, 34.2 percent attended other postsecondary schools and 8.6 percent took on-the-job training in FY 1972. Overall 48.0 percent of the FY 1972 veterans attended school on a part-time basis with a substantial number, 292,996 (22.9 percent), taking correspondence courses. At collegiate institutions 35.1 percent attended part-time, whereas 83.2 percent of the participants at noncollegiate institutions attended part-time. None of the on-the-job trainees was part-time[54] (Table 15).

Although it is possible to call the GI bills a special situation, the overall numbers provide impressive documentation of the perceived needs for recurrent and part-time education among a major segment of the population over 17 years of age when funding of basic needs is made available.

b. Professional and Occupational Groups

Available data about financing patterns of professional and occupational groups is more limited. The USOE 1972 survey indicated that only 34.9 percent of participants in labor and professional association programs reported that costs were born by self or family; 41.3 percent were paid by employers; 6.9 percent by public sources and 19.6 percent by private organizations. A significant part of the latter probably comes from labor union funds. Although the data do not identify specific professional and occupational groups, virtually all professional groups tend to finance their continuing education activities from private sources. Only the health and education professions have received substantial public (federal) support through the categorical problem-solving programs referred to above. Some programs for attorneys and judges are financed out of law enforcement assistance funds. Continuing education for clergy is almost invariably financed by church funds. Engineers' programs tend to be supported primarily by employer organizations.

Financing patterns of occupational groups require a special study. Life insurance underwriters have extensive in-house programs including a national college. Virtually all costs are borne by the insurance industry--insurance companies or field agencies. The extensive state tax assessor programs are generally 100 percent state and local government financed. Real estate agents, cosmetologists and other occupational groups, which have training and continuing education programs associated with licensing and relicensing requirements, are almost invariably employer or self-financed.

c. Organizational Programs

Large employer organizations tend to participate in the financing of four types of educational programs for their employees on a part-time basis:

1) on-the-job training for individual employees in specific jobs; 2) in-service programs for groups of employees to satisfy organizational operational needs; 3) outside professional and occupational training focused on organizational operational needs (either multiorganizational or on contract bases with universities or proprietary educational institutions for organizational personnel); and 4) tuition aid programs to enable employees to complete general or specialized degrees which may or may not fit in with specific organizational operational needs.

Virtually all employers who participate in such programs pay salary and training costs including travel and housing, when appropriate, for in-service, professional and occupational group and contract programs. In tuition-aid programs, most employees tend to take evening courses at local institutions, but about 25 percent of surveyed employers allow some time off with pay. Most of the companies surveyed by the National Industrial Conference Board paid 50 percent or more of the tuition costs of their employees; 75 percent of the companies paid allowances for one or more types of "incidental" expenses: books, fees, supplies, transportation.[55]

The Federal Government pays all salary and educational costs for participants in its intra-agency and interagency programs, including its specialized training centers. It uses practices similar to those employed by business corporations in their tuition-aid programs. Different federal agencies may pay all or part of tuition costs, incidental expenses, transportation and subsistence costs in programs provided by nongovernmental institutions. Reimbursements are usually based on satisfactory completion of courses or on grades received.

No definitive information is available on student aid programs in small business organizations (less than 100 employees). Most of the available survey data refer to large organizations which tend to confirm common knowledge in the field that small organizations generally do not participate in significant ways in the financing of employee education programs.

d. Categorical Problem-Solving Programs

The amounts appropriated for federal categorical problem-solving programs have been detailed above. These programs were financed through a variety of funding patterns ranging from 100 percent federal through various combinations of matching formulas from a variety of funding sources. In a detailed analysis of 143 programs in FY 1971, the National Advisory Council on Extension and Continuing Education reported that 62 percent were fully funded, while the balance had matching requirements ranging from 5 percent to 100 percent. Forty programs required a dollar match, and 15 allowed a combination of dollars, services and facilities. Of those requiring matching, sources of the matching requirements were: academic institutions 31 percent, states 27 percent, communities 9 percent, individual 4 percent and 29 percent having a combination of funding sources.[56]

As noted earlier, the USDA Cooperative Extension Service is fully funded from a combination of federal, state and local appropriations. Normally it does not charge fees for its services. As the largest single, publicly-funded categorical problem-solving program in the United States, it may serve as both an administrative and fiscal model for some programs addressed to the pervasive long-term problems of society.

Conclusions

1. Data on financing patterns for part-time students indicate that they are both the recipients of the most advantageous financing arrangements (when their organizations pay full salaries and all subsistence, travel and tuition costs) and the least advantageous arrangements (when low income, fully-employed persons not only have to pay their own expenses and tuition costs but must participate on their own time and pay taxes on their income).
2. Regardless of family income, part-time students on the whole are massively discriminated against in federal and state student aid programs, social security benefits, institutional tuition rates and financial aid programs, and income tax requirements.
3. The discrepancy between student aid eligibility requirements in short-term

certificate programs at collegiate institutions and equivalent diploma programs at noncollegiate institutions aggravates the inequitable treatment of part-time students in collegiate institutions.

4. Part-time participants in occupational, professional and employer programs are normally financed adequately either from their own financial resources or employer contributions but employees of smaller organizations do not appear to share in organizational funding benefits.

5. Categorical problem-solving programs have often satisfied many of the inequalities of access and equality of opportunity for those whose education has been hindered or deferred because of disadvantaged status. They have also enabled Congress and the President to mobilize postsecondary resources to assist in the solution of public problems in an organized and systematic way.

FINANCING FOR POSTSECONDARY EDUCATION STUDENTS IN OTHER COUNTRIES

The U.S. system for financing adult education is complex, pluralistic and in some respects jerry-built rather than rationally planned and coordinated. A review of other countries' approaches may illuminate and sharpen the strengths and weaknesses of different possibilities. France and Germany have implemented programs of continuing education and training which are far-reaching in that they provide both educational opportunities and income stipends for employees participating in such programs.

A French law, passed in 1971, was the end result of numerous earlier laws which were less comprehensive. The law was supported by all the major trade unions in France, who applied pressure for its passage. The French law makes it clear that continuing education is a national obligation and provides training opportunities to French workers as a matter of right. All employers of over ten workers pay a compulsory wage tax to be used exclusively for the financing of education and training programs and the remuneration of workers involved in such training. The tax, as instituted, was 1.8 percent of wages paid in 1972, rising to 2.0 percent in 1976. The employers have a choice with respect to the disbursement of the tax. They can organize training themselves, contribute to regional groups which sponsor training, support local vocational training centers, participate in the establishment of a training-insurance fund or pay the levy directly to the national treasury.

Workers with two years' seniority have the right to take time off from their jobs for approved types of training. The amount of subsistence stipend depends on the type of training and the former salary of the trainee. In the case of those returning to the work force after a long absence or entering the work force for the first time, the subsistence stipend is determined by the minimum wage. There are five types of training which are covered by the wage tax:

1. Skill conversion programs and preventive unemployment courses are for workers who have been laid off, those threatened with unemployment,

those wishing to change occupations, young people who have completed their military service and women who want to return to the work force. Subsistence stipends are paid by the government based on the employee's former salary or by new industries wishing to train these people, with partial reimbursement by the government. In the case of those entering the labor force for the first time or reentering after a long absence, the government will provide at least 90 percent of the minimum wage as support.

2. Adaptation programs are for employees who wish to prepare for new employment within the same industry. Participants are normally paid by their employer with the government reimbursing the employer for part of the wages and social security allotments paid.

3. Upgrading programs are courses leading to a different level of qualification and income. They are usually offered by industries in their own schools or in publicly or privately established vocational training centers. The industry pays the employee all or part salary and the government reimburses the company, or the employee receives direct support from the government. These courses are the only ones that can exceed one year or 1,200 hours.

4. Refresher or advance training courses are for those who wish to keep up or perfect their skill qualifications. If the course is taken at the request of the employer, the employee receives his full salary. If the trainee is in a technical field, his training is paid by the government for the first 160 hours. For all others, compensation is based on the minimum wage.

5. Preparatory and youth training courses are for people between 16 and 18 years of age who are without a work contract. A scholarship is given directly to the student from the government.

Up to this point, there have been problems of quality control of training programs and now there has been an attempt to identify organizations qualified to provide training and education. Also, the French government has made a commitment to support research into better methods in continuing education and training by universities, technical institutes and technical colleges. The program has not been in operation long enough to evaluate its effectiveness or the numbers of people participating.

In Germany, legislation providing incentives for participation in continuing education and training was enacted in 1969. These incentives are paid for by a 1.3 percent wage tax which is shared equally by employer and employee. The tax is administered by the unemployment insurance fund. Employees accepted into full-time education or training programs are eligible for free education as well as a maintenance allowance for living expenses. This allowance is a basic amount for every individual based on former wages plus a family supplement dependent upon the size of the individual's family. A partial maintenance allowance is available for employees who will miss more than one-third of their normal weekly hours to participate in an education program. There is a two-year limit on incentives except in situations where the worker is involved in on-the-job training for a higher skill. The incentives are aimed at providing workers the opportunity and desire to upgrade their skills, get further in-depth training and to train for new careers.

The same law that provides worker incentives also provides a series of incentives, mostly financial, to institutions to establish vocational training courses. Both nonprofit and proprietary institutions are eligible for these financial incentives.

In 1970, more than 121,000 persons completed vocational training. The rate of successful completion in training courses is very high, over 80 percent for all types of training. The participation rate in full-time programs was much higher than in part-time programs. Of all men involved in training, 54.3 percent participated full-time; of all women involved in training, 72.8 percent were enrolled in full-time programs.[57]

Other European nations have policies relating to training needs and study leave. In Belgium, a new law (1973) entitles all full-time workers under 40 years of age to absent themselves from work a certain number of hours to pursue further education and training. The only restriction is that they must be in at least their second year of study in a secondary, secondary-technical or postsecondary education program. This leave is financed by a special state fund to which all employers must contribute. The fund reimburses employers for wages they have paid employees who are on study leave. Leave time averages three or four hours a week, plus one or two weeks a year. This program is not yet operational and there is no way to determine its effects or the number of workers who may participate.

In the United Kingdom, industrial training boards have primary responsibility for the present and future training needs of the industries under their jurisdiction. Established by the Industrial Training Act of 1964, these boards have the authority to raise a compulsory levy to finance training. The boards then distribute the money raised to companies or institutions which put forward the best plans for training. The boards are based on occupations such as the Iron and Steel Industry Training Board or the Knitting, Lace and Net Industry Training Board.

Also available for adults in the UK are a small number of state scholarships for university education. For many years, the government has offered such scholarships to men and women over 25 years of age who wish to pursue an honors degree at a university. The number of participants in this program is small.

In Norway, employers and employees make compulsory contributions to a common training fund. The fund contributes both to the general training program of a firm, and to the particular training needs of union members as determined by the trade union.

In Denmark, the continuing education structure includes the folk high schools, which provide general education and vocational courses, and state and privately run technical schools for training and retraining. The state-run technical schools are fully funded by the government, and the worker receives a stipend while in attendance. A worker who attends a folk high school is entitled to a stipend for himself, but not his family. The government assumes up to 85 percent of the instructional costs at a folk high school. Workers attending schools for training or retraining are eligible for living stipends based on the unemployment compensation which they would receive if unemployed. The allowance is paid by the state and does not affect the individual's unemployment insurance status.

Conclusions

The most noteworthy characteristics of the European programs may be summarized as follows:

1. Most of the programs are directed toward what may be termed blue collar vocational and occupational training. General education, management and professional training are excluded or given little or no emphasis.

2. Except in the high school based programs in Denmark and the German plan which provides incentives for the creation of vocational training programs in already established institutions, the programs anticipate use of inservice programs in industrial plants or trade unions or in specially organized area programs. The lack of a strong community college system in most countries has contributed to the need for a nationally financed program and an emphasis on an occupationally oriented, inservice system for carrying out the programs.

3. Most of the programs are based on the view that training is a right of all workers and not a privilege controlled by employers. In the United States, labor-management contracts and federal manpower programs offer similar but less comprehensive coverage.

4. Most of the programs make an allowance for the worker to take time off for study without sacrificing family income or endangering job security, seniority, or pension benefits. These provisions are similar to those sometimes enjoyed by managerial and professional groups in business and governmental agencies in the United States.

5. Most of the programs provide for a national tax on employers to support training costs and participants' wages.

CURRENT PROPOSALS FOR FINANCING POSTSECONDARY EDUCATION IN THE UNITED STATES

The current ferment over the future financing of postsecondary education in Congress, the executive branch, state legislatures, postsecondary institutions, public and private study groups and among the general public tends to focus almost exclusively (with some notable exceptions) on the regular full-time student or the total universe of potential students. Except for the Carnegie Commission reports, few if any proposals take a differential approach to the clientele groups of postsecondary education especially as they relate to the part-time student. Most do not give any specific consideration to the noncredit student. Mostly the proposals perceive the student as an individual with individual motivations and not as a member of an occupational or professional group, as an employee of an organization or as a participant in a public problem-solving program.

Most of the current alternative financing proposals have as a central element greatly expanded aid to the individual full-time student. Generally the plans recognize the need for student financial support throughout an individual's lifetime and therefore are not restricted to the traditional 18-22 year old postsecondary student. Aid plans basically fit into three categories: universal grants or voucher systems of financing; entitlement/payroll tax plans; and expanded loan programs which include an income-contingency feature.

Universal Grant Proposals

The report of the Study of Continuing Education and the Future conducted through the Center for Continuing Education of the University of Notre Dame contains a recommendation for a "Universal Bill of Education Rights"[58] that guarantees to every citizen vouchers or dollar credits for a variety of educational opportunities which could be used at any age. These dollar credits could be used for different types of education and training experiences and would not be restricted to credit courses at collegiate institutions. To cover a portion of wages lost during participation in an education or training program, an income stipend would be included in the program. Special priority would be given to low-income people and any dollar credits made available would be based on a progressive scale reflecting the individual's ability to pay. The report does not suggest any specific amount for the entitlement or for the stipend.

The report further states that implementation of the "Universal Bill of Education Rights" program alone would not be sufficient to promote lifelong learning in the United States. Public and business policy changes would also be necessary. Release time from employment and tax deductions or tax credits for educational activity would increase the desirability and availability of continuing education. Public policy should encourage the use of school and college facilities for community education purposes; model programs of inservice education should be developed for public employees and elected officials; and career renewal and training programs should be developed for the redirection of key manpower now in surplus areas.

The Commission on Non-Traditional Study in its report Diversity by Design recommended that, "Financial support...should be provided to all postsecondary school students on which they may draw according to their educational needs, circumstances of life, and continuing or recurrent interests in improvement."[59] More specifically, they suggested a combined dollar credits-loan program in which every individual would receive as a right a predetermined number of dollar credits. These credits could be used for postsecondary education immediately after high school or at any other time in an individual's lifetime. For those wishing more education than the basic support would cover, supplementary loans would be provided. While part-time students and people in noncredit courses are not specifically mentioned, the thrust of the recommendation is to make a variety of post-secondary education experiences available to adults. As a first step, the Commission urged that current laws and regulations be revised to increase the breadth of existing student aid programs.

The College Scholarship Service Panel on Financing Low-Income and Minority Students in Higher Education has proposed a combination of grants, loans and vouchers for supplementary services as a way to finance low-income and minority students. This plan recommends direct grants to all students from lower-income families.[60] Grants would be available to students whose own or adjusted family income is below the median. The size of the grant would be determined according to the quarter in which the adjusted income falls so that only students from families whose adjusted income places them in the lowest-income quarter would receive the maximum grant. Students from families whose adjusted income places them in the second quarter would receive lesser amounts, declining to zero at the median level. The annual maximum grant would be $2,000, but the size of the grant could not exceed the reasonable costs of attendance at the institution in which the student enrolls. The cost of attendance would include books, clothing and room and board or the cost of commuting for a student living at home. Grants would be available to full- and part-time students, including part--time students enrolled less than half-time. Grants for part-time students would be adjusted to reflect the percentage of time they are enrolled.

To supplement the grants program, the panel recommends the establishment of a loan program which would be available to students regardless of income level. In order to make the loan program attractive to low-income students, the panel suggests that the student be given repayment options, including variable amounts of time for repayment and protection against excessive repayment burdens through income-contingency features. Government subsidy of loans would be restricted to the necessary cost of insuring loans against default. In order to administer these loans and eliminate the problems which plague the present loan system, the panel recommends the establishment of a new organizational structure, such as a National Student Loan Bank. Such a bank would be a quasi-private corporation issuing its own bonds but integrated with the federal government for collections and records-keeping purposes.

For financing supplementary services which are necessary for the low-income student, the panel proposes a program in which the federally aided student would be given vouchers with which to "purchase" supplementary and compensatory educational services. Students would receive $35 a month for this purpose.

Implementation of the College Scholarship Service panel's recommendations would be costly. If present enrollment rates and patterns do not shift significantly, the estimated cost of the grants program alone would be over $2.4 billion. If enrollment rates of low and moderate income student increase to those of students in the highest income quarter, the grants program would cost approximately $5.8 billion. The estimated cost of the supplementary services voucher plan is $553 million at present enrollments and $1.3 billion if enrollment patterns shift significantly with respect to the enrollment and retention of low-income students.[61]

Two other groups, one in New York and the other in Wisconsin, have proposed universal grants or voucher plans with the impetus coming from the state governments, not the federal government. Neither of these plans suggests the replacement of existing federal programs. Both proposals are aimed at reducing or eliminating financial barriers to postsecondary education for citizens of their respective states.

The New York State Task Force on Financing Higher Education proposed a "Student Bill of Rights"[62] which would guarantee to all New York State high school graduates after 1974 up to two years of postsecondary education. This guarantee would not only be for education immediately after high school, but would extend throughout an individual's lifetime. This plan guarantees support to low-income students in the form of outright grants, loans and part-time employment sufficient to cover all the actual costs of attendance at public and private institutions of higher education. Students of exceptional need would be eligible for additional grants for personal expenses. This state student aid program would be designed to complement existing federal programs, especially the Basic Opportunity Grants Program.

The formula for support would be based on the determined financial need of the student. Low-income students would be entitled to outright grants to cover two-thirds of the actual costs of attendance for the first two years of postsecondary education. Grants would cover tuition, fees, room and board, or the cost of commuting for low-income students at public institutions. Additional expenses would be covered by federally subsidized loans and student work. To insure freedom of choice, a combination of grants, loans and work sufficient to cover the cost of attending private institutions would also be guaranteed. Grants for the third, fourth and possibly fifth years of an educational program would be declining percentages of actual expenses.

Middle income students would receive grants which, when added to a pre-determined schedule of family support, would cover two-thirds of the actual cost of attendance. The remaining one-third would be furnished by subsidized loans and work.

Some students from higher income families would be ineligible for outright grants, but would be eligible for subsidized loans and work. If a family could defray the entire cost of a student's education, no support would be allowed except for guaranteed loans without subsidized interest. These loans would be available to all without a means test.

Part-time students would be eligible for grants to cover the cost of tuition, fees and books. A grants formula similar to the one used for full-time students would be employed to determine need and the amount of the grant.

In order to implement this program, the Task Force recommends a set of transitional steps to be considered by the 1973-74 legislature. Included in the transitional program are provisions for an increase in the maximum payment for scholar incentive awards* and a reduction in the amount students must pay before scholar incentive awards can be applied.

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*A noncompetitive financial assistance award administered by the State Education Department available to residents of New York State who are enrolled in institutions of higher education, both public and private, in New York. The amount of the award is based on family income.

Also suggested for the transitional phase was an increase in state aid to private colleges under the Bundy formula (payment per graduate) and an assumption by the state of a greater share of the costs of the City University of New York and the state's community colleges.[63]

The transitional program would mean an additional $48 million in 1973-74. Increased scholar incentive awards would require another $30 million and expanded Bundy aid would be $17 million more. The state's assumption of a greater share of the costs of running City University of New York and the community colleges is not included in this total.[64]

The Higher Education Opportunity Program (HEOP)[65] proposed by the Governor's Commission on Education (Wisconsin) is also designed to eliminate financial barriers to higher education. Any student qualified to attend an institution of higher education in Wisconsin would be entitled to some form of aid. All students would receive a $500 basic grant or voucher and a supplementary grant based on determined financial need. Institutions in Wisconsin would collect full tuition from the students, rather than receive appropriations from the legislature. All students would be required to furnish a minimum of $400 annually from summer earnings toward their education. The Commission further recommended that vocational school financing be shifted from local communities to the state and that students at these institutions participate in the HEOP. These recommendations do not affect state support of operations, maintenance and construction of physical facilities at UW, Wisconsin State Colleges or the technical colleges. Also, HEOP does not replace existing state and federal loan programs, grant programs and work-study programs. Students would be eligible for HEOP grants only when the combined amount of personal contribution and aid from other sources falls short of measured student needs. HEOP grants are supplemental only.

The Commission estimated that HEOP will cost the same as present state appropriations for instructional costs if there is no significant change in enrollment rates. If, as expected, an additional 4,000 students enroll, then the net cost to the state would be about $6 million.[66] A four-year phase-in period for HEOP was advised, beginning with the 1972-73 freshman class and a longer phase-in for the technical college changes.

Payroll Tax/Entitlement Proposals

The payroll tax/entitlement plans are not aimed solely at the "traditional" student, i.e., the student who goes directly from high school to college. They are designed to make it possible for people already in the work force to return to school by providing for educational expenses and income maintenance for the worker.

Senator William Hathaway (Maine) has proposed an entitlement/payroll tax plan[67] to the National Commission on the Financing of Postsecondary Education. The program would provide an education and training entitlement to all persons who have completed a certain period of employment. It would be similar to the veterans educational benefits program and would apply to all types of postsecondary educational experiences. The entitlement would be in the form of subsistence grants based on family size and financed by a payroll tax similar to social security. Some maximum amount of time would be set for the receipt of grants by participants. At retirement age, any unused money could be applied to the individual's retirement fund.

Hathaway recommended that this program be coupled with a cost-of-instruction aid program to institutions. An incentive could be built in to make institutions more responsive to the needs of adults.

The Human Investment Fund[68] proposed by Stephen P. Dresch is a voluntary plan involving an endowment of a fixed amount to be repaid by a surtax on income. The endowment ($10,000 suggested) would become available at age 18 and the participant could draw upon it for a broad range of educational activities. In return, he would assume a fixed percentage surcharge (6 percent suggested) on his income for 30 years. A person must declare an intention to participate before age 25 to be eligible for drawing rights on the endowment, but does not have to use the endowment at any particular age. If a person elects to participate later than age 18, the surtax is applied retroactively.

Prior to age 48, drawing from the account would be limited to broadly defined educational purposes. Amounts would be limited by the level of direct education costs, plus a living allowance. At age 48, any remaining balance could be used by the individual for any purpose and in any amount. At this point, the balance becomes an unrestricted asset to the individual.

Individuals participating in the plan would contribute the surtax every year until age 48 except when payments already made were sufficient to cover 120 percent of the original amount advanced. The individual would earn interest on the unexpended portion of the advance and would owe no payment if, in any year, his income was zero.

The plan recently proposed by Allan Cartter is similar to the Human Investment Fund except that it is not voluntary. In the Cartter plan[69], each person would have drawing rights from the federal government equal to one-half of tuition costs for up to four years. There would be a preset maximum ($1,500 suggested) for each year. Funds could be used at any time for valid postsecondary education and training experiences. Students of traditional college age (up to 22) would be eligible for additional financial aid from federal, state and institutional sources.

Upon entry into the workforce, a 4 percent surcharge on income would be levied and credited to each person's account. This surtax would not extend past age 60. After five years in the workforce, an individual would be eligible for study leave, for a period equal to one month for each year of contribution. Income for study leave would be provided by the fund at 50 percent of current salary. Up to age 45, paid leave could be used only for approved educational purposes; after age 45, any accumulated funds could be used for any purpose. At age 60, any unexpended balance would be credited to one's pension account or used for terminal employment leave.

According to Cartter, the income maintenance portion of this plan would be self-financing, while the costs of the tuition grants would be offset by savings in other current federal programs. By eliminating tax exemptions for dependents over 18 and for education expenses, eliminating veterans' education benefits, eliminating dependents' social security payments, cutting existing manpower programs by 50 percent and limiting unemployment compensation and public assistance, the savings at present levels would be $10 billion, against a projected cost for tuition grants of $8.5 billion.

In Continuing Education as a National Capital Investment[70], Herbert Striner proposes a plan modeled on programs now in operation in Western Europe. Striner proposes a National Continuing Education and Training Act that would guarantee to every worker age 17 and over the right to two full years of education or training on a full-time basis. All education costs and a personal income stipend would be provided. The stipend would be based on prior employment income and the number of dependents a person has. For those with no prior work experience, the stipend would cover basic living costs.

All state unemployment insurance funds would be federalized and converted into a National Economic Security Fund (NESF). The NESF would support both education and training programs and unemployment benefits. The Fund would be supported by a payroll tax of 1.5 percent of all wages up to $9,000. The tax would be shared equally by employer and employee.

Striner also suggests that the act provide for additional institutional grants to encourage development, expansion and availability of education/training courses which include basic education in reading, communications and arithmetic. Students would receive benefits for attending any accredited institution and any accredited institution would be eligible for grants.

The program would be self-financing. Given the 1971 distribution of income, a 1.5 percent tax on all wages and salaries up to $9,000 would yield approximately $7.5 billion. By 1975, this figure would be $9 billion. A continuing education and training program for 1 percent of the work force would cost about $6-7 billion and would be possible without utilizing any unemployment insurance reserves.

For implementation of the continuing education and training act and The National Employment Security Fund, Striner suggests the establishment of a special bureau in the Office of Management and Budget. After several years of operation, the program could be transferred to an existing agency or to an agency expressly created to handle this problem.

Loan Programs

Proposals for expanded loan programs flourish, though they do not usually consider the separate area of financing postsecondary education for part-time students. Most of the proposed loan programs include an income-contingency option for repayment of educational loans. This is not a particularly new idea; Milton Friedman first suggested it in 1945. Only recently, though, have any of these plans been adopted. Many regard income-contingent loans coupled with substantial tuition increases as the only viable way to solve the problems of financing postsecondary education.

In their paper, "Loan Programs for Recurrent Education," Kenneth Biederman and Bradley Billings discuss four alternative loan programs ~~which~~ would be specifically for adults. The first plan they examine is similar to the National Defense Student Loan Program-Guaranteed Loan Program[71]. Adults would be eligible for a guaranteed low-interest loan with a repayment period of about ten years.

The second loan program they discuss is an "educational opportunity bank for adults".[72] This model involves a fixed-term repayment schedule contingent upon future income. Adults borrowing under this plan would agree to pay a specific percentage of their income per year, for a given number of years, for each $1,000 borrowed. In order to assure a mix of borrowers, those anticipating high income and those anticipating low income, no individual borrower would have to pay back more than the loan principal compounded at some designated interest rate.

The plan involves the subsidization of low-income people by high-income people. There is also an assumption that no repayments would be made after age 65 because of the high mortality risks and the burdens of repayment for those who have retired. This provision results in the subsidization of older persons by younger persons.

A variant of this loan plan which would eliminate the subsidization of older adults by younger adults is the "paid-up, age 65"[73]plan. In this plan, loans would be income-contingent with variable-term repayments dependent upon the borrower's age. Payments per $1,000 of loan would vary inversely with age, so that the loan would be paid-up by age 65. Terms of the loan would be determined by the difference in the borrower's age and age 65. Each group of borrowers would be treated by the lending institution differently than borrowers of different ages. Since older borrowers would repay at a higher percentage than younger borrowers, there would be no subsidy by younger borrowers. However this plan still involves the subsidization of low-income people by higher income people in the same age group.

The final variation of income-contingent loan plan for adult students is the "optional or savings payback"[74] plan. In this plan, repayment is made contingent upon estimated savings levels of different borrowers. The underlying assumption of this type of plan is that no borrower should be required to make loan repayments at a rate exceeding his savings rate. Therefore, the rate of repayment would vary with age, income and amount of loan. The biggest drawback of this plan is that as the loan increases, the repayment period lengthens. Even a $10,000 loan requires a 35-year repayment period. This results in a heavy subsidy burden on young adults for older borrowers who would reach retirement before finishing their obligations.

Conclusions

1. The current spate of proposals for financing postsecondary education on a national basis indicate a commendable and growing concern about the overall problem of financing postsecondary education. These proposals basically are of three types: universal grants or voucher systems, entitlement/payroll tax plans, and expanded loan programs which include an income-contingency feature. These proposals tend to be directed primarily toward an undifferentiated student population but with direct or implied emphasis on full-time regular students. Few proposals (except the wide-ranging Carnegie Commission reports and the proposal of the College Scholarship Services' report on financing low-income and minority students) take a differential approach to postsecondary education clientele groups, especially as they relate to the

part-time students. None gives any specific consideration to noncredit student programs. Mostly the proposals examine students as individuals with individual motivations and needs and not as members of occupational or professional groups, or as participants in organizational educational activities and categorical public problem-solving programs.

2. Proposed state-based student financing plans are designed to complement existing or future federal student aid programs. These proposals tend to be similar to the national entitlement proposals and have many of the same strengths and weaknesses. They tend to ignore part-time student needs and they generally take an undifferentiated view of the characteristics and motivations of the overall student body.

3. In spite of recent criticisms of federal categorical problem-solving programs by the Administration and the proponents of national entitlement proposals, current proposals are inadequate substitutes for the best organized and most effective categorical programs such as cooperative extension, law enforcement assistance, civil preparedness, drug abuse, teacher training and the like in satisfying the educational needs of special clientele groups. None of these programs could have been created with national voucher, grant, entitlement, or loan student-based financing systems.

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Table 1

Participation in Part-Time Postsecondary Education by Instructional Source
1969 and 1972

Source	1969 Number of Participants	1972 Number of Participants	% Change
Public Grade School or High School	1,970,000	2,200,000	+11.6
Private Vocational, Trade, or Business School*	1,504,000	1,393,000	- 7.3
2-year College or Technical Institute*	1,550,000	2,561,000	+65.2
4-year College or University	2,831,000	3,367,000	+18.9
Employer	2,274,000	2,613,000	+14.9
Community Organization	1,554,000	1,996,000	+28.4
Other (labor unions, professional associations, hospitals, tutors	2,552,000	3,360,000	+31.6
Not Reported	54,000	98,000	+81.4
Total (unduplicated count)	13,041,000	15,734,000	+20.6

* The data in this table are as compiled by the National Center for Educational Statistics, Office of Education, from surveys conducted by the U.S. Bureau of the Census. The sample for the survey for USOE is the same as for the employment survey for the Bureau of Labor Statistics. The Bureau of the Census designed the sample and collected the data as part of the Current Population Survey. The 1969 and 1972 surveys for USOE were taken in May of the respective years and covered approximately 105,000 persons. See Imogene E. Okes, Participation in Adult Education, 1969 , Full Report (in preparation) and 1972 (in preparation). U. S. Office of Education, National Center for Educational Statistics.

The total of participants in private vocational, trade and business schools in 1969 was somewhat inflated because the questionnaire asked respondents whether they participated in activities at a public two-year college or technical institute. Respondents who were enrolled in a two-year private college or technical institute would have had to designate the category of private vocational, trade or business school. In 1969, according to the American Association of Community and Junior Colleges, 6.1 percent of all enrollments in two-year colleges and technical institutes were in private institutions. Part-time enrollments in private two-year colleges were 20 percent of all enrollments while part-time enrollments in public two-year colleges were 50 percent of all enrollments. From these two sets of data we can estimate that private part-time enrollments were approximately 2.4 percent of the total of all part-time enrollments in two-year collegiate institutions, or 40,000. The 1969 data can therefore be adjusted to reflect this bias in the reported data. The adjusted data for private vocational, trade or business schools would be 1,464,000 and the total for two-year colleges or technical institutes would be 1,590,000. The percentage change between 1969 and 1972 for these two categories would then be -5.0 and +61.0 percent respectively. The change in all collegiate institutions (p. 26) would amount to 34.0 percent instead of 35.3 percent.

A second type of bias in the USOE data emerges from the fact that in the tabular data currently available the number of participants in two-year and four-year institutions contains an undetermined proportion of overlapping. Although it is possible to eliminate this overlapping through a run of the computer tape, the unduplicated count of collegiate students has not been made at the time this publication went to press. The available data do indicate that 15.3 percent of the 2,561,000 two-year college participants, or 392,000, took two or more activities at two or more types of institutions. How many of these 392,000 participated in four-year collegiate programs is not known but it is a maximum figure for overlapping in the overall collegiate data. The probable figure is closer to 250,000.

Actually the same bias occurs in the numbers of part-time students reported by institutions in HEGIS surveys inasmuch as an unknown number of students is enrolled in part-time and/or full-time programs at more than one institution. (This analysis of adjustments in USOE survey data was made by staff of the ACE Committee on the Financing of Higher Education for Adult Students).

Table 2

Professional and Technical Noncredit Continuing Education Registrations in Institutions of Higher Education, 1967-68

Field	Total Registrations	Percent
Education	285,672	31.0
Engineering	84,730	9.2
Law	77,594	8.4
Medicine	75,512	8.2
Management	71,778	7.8
Natural and physical science	39,482	4.3
Real estate and insurance	30,269	3.3
Nursing	27,974	3.0
Agriculture and forestry	24,278	2.6
Theology	22,781	2.5
Journalism and the arts	21,390	2.3
Dentistry	18,785	2.0
Social work	14,417	1.6
Pharmacy	13,969	1.5
Clinical psychology	13,731	1.5
Accounting	13,127	1.4
Other (health-related fields)	13,060	1.4
Finance and banking	9,949	1.1
Home economics	9,644	1.0
Library science	6,919	0.8
Government	6,271	0.7
Veterinary medicine	5,937	0.6
Labor union	5,076	0.6
Hospital administration	4,424	0.5
Architecture	4,249	0.5
Personnel and public relations	3,696	0.4
Computer science	3,507	0.4
Medical technology	3,344	0.4
Optometry	2,258	0.3
Public health	2,053	0.2
Other (selected fields)	1,848	0.2
Chiropody or podiatry	948	0.1
Occupational and physical therapy	790	*
Dental hygiene	787	*
Radiologic technology	459	*
Osteopathy	357	*
	921,065	100.0

*less than 1/10% of 1 percent

Florence B. Kemp, Noncredit Activities in Institutions of Higher Education, 1967-68: Professional & Technical Refresher Courses. U. S. Office of Education, National Center for Education Statistics, 1973, p. 16.

Table 3

Professional Growth Activities of Public School Teachers, 1967-68

Activity During Past Three Years	1965 - 1966 Number of Participants	1965 - 1966 % of all Teachers	1970 - 1971 Number of Participants	1970 - 1971 % of all Teachers
Total reporting any type of College Study	1,201,043	70.2	1,259,882	61.1
University Extension Courses	561,177	32.8	672,212	32.6
College Courses on Campus				
Education Courses	602,233	35.2	826,862	40.1
Other than Education	593,678	34.7	538,182	26.1
Summer School				
Education Courses	607,365	35.5	626,848	30.4
Other than Education	569,723	33.3	443,330	21.5
Workshop Sponsored by School System				
During School Year	1,006,002	58.8	1,208,332	58.6
During Summer	359,286	21.0	422,710	20.5
Activities Sponsored by Professional Association	751,080	43.9	505,190	24.5
Mean Number of Semester Hours Earned				9
Total Number of Teachers	1,710,888		2,062,000	

National Education Association, Research Report 1967-R4, American Public School Teacher, 1965-66, and NEA, Status of the American Public School Teacher, 1970-71; Preliminary Report of Highlights, 1971.

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Table 4

Registrations in Continuing Education Courses of American Medical Schools

Year	Registrations	No. of Schools Reporting
1954-55	18,819	49
1956-57	19,726	*
1958-59	39,817	*
1961-62	57,530	63
1963-64	71,000	43
1964-65	88,845	56
1965-66	95,284	64
1966-67	100,822	65
1967-68	139,752	67
1968-69	127,377	71
1969-70	181,636	69
1970-71	275,504	69
1971-72	309,649	71

*Number not available

Does not include registrations for general broadcast radio and television courses as follows:

1965-66	23,230
1966-67	27,424
1967-68	18,265
1968-69	24,658
1969-70	8,282
1971-72	1,730

Source: _Journal of the American Medical Association_, November 20, 1972, p. 1025.

Table 5 Participation in Federal Employee Training in the Federal Service FY 1967 - FY 1972

Number of Participants and Percentage of Total Participants by Fiscal Year

Type of Training	FY 1967	%	FY 1968	%	FY 1969	%	FY 1970	%	FY 1971	%	FY 1972	%
Internal Agency	735,270	78.8	730,630	77.5	699,298	75	661,955	72.9	713,803	73.7	693,636	73.3
Interagency	48,322	5.1	54,659	5.8	68,714	7.3	78,010	8.5	85,934	8.8	88,605	9.3
*Non-Gov't												
Short-Term	148,825	15.9	155,007	16.6	162,107	17.3	166,342	18.3	166,240	17.1	162,078	17.1
Long-Term	104	**	1,998	0.2	1,852	0.2	1,662	0.2	1,642	0.2	1,411	0.2
Total Participants	933,457		942,294		931,971		907,969		967,619		945,730	
Defense Agencies	527,304	56.5	539,510	57.2	518,451	56.7	460,923	44.8	419,047	43.3	441,230	46.7
Nondefense Agencies	406,153		402,784		413,520		447,046		548,572		504,500	
Professional and Scientific	108,156	11.6	96,787	10.3	182,470	19.6	163,034	17.9	181,695	18.7	153,231	16.2
Technical	453,943	46.7	482,903	51.2	353,259	37.9	354,248	39.0	367,903	38.0	378,600	40.0
Supervisory and Management	171,619	18.4	148,044	15.7	144,441	15.5	192,665	21.2	199,964	20.6	202,378	21.4
Other	217,739	23.3	214,560	22.8	251,801	27.0	198,422	21.8	218,057	22.5	211,521	22.4

*Non-government includes colleges, universities, proprietary institutions and other non-profit organizations.
**Less than 1 percent.

U.S. Civil Service Commission, Employee Training in the Federal Service, FY 1971, U.S. Government Printing Office, 1972, p. 2.

Table 6

Military Personnel Participation in Department of Defense Educational Programs - Other Than Inservice
FY 1972

Program	Number of Participants, 1972	Projected FY 1973	Projected FY 1974
Tuition Assistance	224,670	245,366	286,815
Degree Completion	10,626	12,242	13,739
USAFI			
Correspondence Study	82,893	145,000	156,200
Group Study	62,461	95,500	95,500
Postgraduate			
Civilian Institutions	4,730	4,595	4,611
Military Institutions	2,573	1,916	2,143
Contract Programs	5,595	4,774	7,250
Commissioning Programs	1,917	1,936	2,149
Education Counselors	592	540	580
VA Programs			
PREP	19,232	91,705	149,095
Tuition Assistance	94,107	89,416	100,862
Total Participants	509,376	692,990	818,944

Source: Unpublished tabulations, Department of Defense.

Table 7

Tuition Aid and On-The-Job Training Provisions
of U.S. Collective Bargaining Contracts

Occupational group	Total with Training or retraining Provisions	With tuition aid		With on-the-job training	
		Number	Percent	Number	Percent
All occupational groups	344	52	15.1	245	71.2
Plant (blue-collar)	281	36	12.8	197	70.9
White-collar	94	22	23.4	76	80.9
Professional	41	13	31.7	31	75.6
Clerical	65	17	26.2	50	76.9
Sales	21	2	9.5	20	95.2

Note: These data are nonadditive, because an agreement may include both on-the-job training and tuition aid programs and also may cover more than 1 occupational group. Not included are 70 agreements which established training in principle but deferred determination of method of training until a later date.

U.S., Department of Labor, Bureau of Labor Statistics, Major Collective Bargaining Agreements: Training and Retraining Provisions. p. 8.

Table 8

Federally Funded Extension and Continuing Education Programs
FY 1972

Program Area	Number of Programs	Total Appropriations (millions)	Allocation for Higher Education Part-time Extension and Continuing Education (millions)	%
Aging	1	$ 44.7	$ 10.0	1.0
Agriculture	4	160.8	160.8	15.7
Business	4	58.1	14.3	1.4
Community Development	7	402.6	23.0	2.2
Drug Abuse	3	32.2	15.2	1.5
Education Professions	45	664.0	221.5	21.6
Environment	11	35.5	17.7	1.7
Health	33	642.0	186.2	18.1
Humanities	4	7.0	5.5	0.5
Law Enforcement	9	443.3	91.6	8.9
Manpower	5	1,428.4	57.4	5.6
Nuclear Energy	8	.6	.6	.1
Science	4	4.0	4.0	0.4
Social Welfare	17	2,226.1	171.5	16.7
Miscellaneous	13	59.6	47.0	4.6
Totals	168	$ 6,208.9	$ 1,026.3	100.0

Appropriations data do not include state, local and institutional funds provided on a sharing basis.

Source: Special Tabulations, National Advisory Council on Extension & Continuing Education, 1973.

Table 9

Expenditures of Cooperative Extension Service 1915-1973
(thousands of dollars)

Fiscal Year	Total Expenditures	Federal Support (percent)	State Support (percent)	Local Support (percent)	Other Support (percent)
1915	$ 3,597	41	29	22	8
1920	14,658	40	36	20	4
1925	19,250	36	37	20	7
1930	23,804	37	29	30	4
1935	20,042	45	25	26	4
1940	32,764	57	20	20	3
1945	37,836	50	24	23	3
1950	73,394	44	32	21	3
1955	100,617	39	36	22	3
1960	140,071	38	38	23	1
1965	188,884	38	39	21	2
1970	290,688	39	41	18	2
1971	331,897	42	39	18	1
1972	354,359	42	38	18	2
1973	385,091	42	39	17	2

U.S. Department of Agriculture, Federal Extension Service, "Expenditures of Cooperative Extension Service, 1915-1973". Special tabulations.

Table 10

Summary of Cooperative Extension Service Activities, FY 1962

Teaching Method or Activity	Total
Information Transfer	
Farm, home, firm or other out of office visits	4,685,009
Office calls	7,949,070
Telephone Calls	13,535,541
Prepared newspaper articles or stories	
by county offices	644,355
by state offices	224,849
Publications disseminated to public	51,811,663
Radio broadcasts	605,458
Television broadcasts	44,813
Education and Training Activities	
Training sessions for local leaders	
Adult work - sessions	132,891
attendance	2,749,938
Youth work - sessions	91,142
attendance	2,500,167
Other types of meetings	
Adult work - sessions	670,027
attendance	24,696,115
Youth work - sessions	560,547
attendance	24,478,464
Meetings held by local leaders	
sessions	1,394,434
attendance	22,052,576
TOTAL SESSIONS	2,384,232
TOTAL ATTENDANCE	76,477,260

U. S. Department of Agriculture, Federal Extension Service, *Statistics on Activities of Cooperative Extension Work, 1962*, pp.4-5.

Table 11

Participation in Civil Defense Training and Education FY 1972 and Cumulative Through FY 1972

Program	No. of Students FY 1972	Trained Cumulative
Staff College (Schools)	1,716	57,033
Home Study Training	4,927	26,709
Civil Defense University Extension	35,154	410,178
Civil Defense Education	597,507	4,262,915
Medical Self-Help	2,007,634	16,695,659
Community Shelter Planning Training		1,956
State Seminars (for CD Directors)	1,263	1,263
Totals	2,648,201	21,455,713

Source: Defense Civil Preparedness Agency, Statistical Report, 1972.

Table 12

Part-time Students Financial Sources for Postsecondary Education, 1972
(Numbers in Thousands)

Source	Total	Pub. Grd/ High	2-Yr Col/ Tech	Prv. Voc/ Bus.	4-Yr Col/ Univ.	Em-ployer	Labr/ Prof Assoc.
Self or Family	8597	1435	1722	902	2428	154	304
Employer	4076	73	296	175	677	2337	359
Public Funding	2835	695	592	305	386	120	60
Private Organ.	1161	15	31	25	107	33	171
Other	725	44	75	29	119	26	50
Don't Know	200	27	21	6	13	16	21
NA	160	22	27	8	15	26	7
Total Participants	15734	2200	2561	1393	3367	2613	871

Percentage							
Self or Family	54.6	65.2	67.2	64.7	72.1	5.9	34.9
Employer	25.9	3.3	11.5	12.6	20.1	89.4	41.3
Public Funding	18.0	31.6	23.1	21.9	11.5	4.6	6.9
Private Organ.	7.4	.7	1.2	1.8	3.2	1.3	19.6
Other	4.6	2.0	2.9	2.1	3.5	1.0	5.7
Don't Know	1.3	1.2	.8	.4	.4	.6	2.4
NA	1.0	1.0	1.0	.6	.4	1.0	.9

Totals do not add to 100 percent because of multiple responses, but counts in each data cell are unduplicated.

Source: Imogene E. Okes, Participation in Adult Education, 1972, (in preparation).

Table 13

Comparison of Tuition Charges Per Credit Hour at Four-Year Institutions of Higher Education 1971

	Higher Full-Time Tuition *		Identical Tuition		Higher Part-Time Tuition	
	No.	%	No.	%	No.	%
Total (all institutions)	149	16.9	217	24.6	518	58.6
Public	12	3.2	110	29.8	247	66.9
Universities	3	2.8	32	29.4	74	67.9
Four-Year Colleges	9	3.5	78	30.0	173	66.5
Private	137	26.6	107	20.8	271	52.6
Universities	10	20.8	13	27.1	25	52.1
Four-Year Colleges	127	27.2	94	20.1	246	52.7

Not Applicable: 313

Source: American Council on Education, Policy Analysis Service based on W. Todd Furniss, editor, American Colleges and Universities, 11th Edition, Washington: American Council on Education, 1973.

* The standard academic load for a full-time student was classified as the number of hours a student would need to take per period in order to graduate within four academic years. Generally, 15-17 hours per semester or quarter was the average full-time load.

Table 14

Appropriations for Federal Programs in Extension and Continuing Education at Institutions of Higher Education FY 1972

Department	Administering Agency	Program Title	Total Expenditures	Continuing Education Expenditures
AGING				
HEW	Social&Rehabilitation Service	Aging (Special Support Projects)	$44,700,000	$10,000,000
BUSINESS				
Commerce	Minority Business Office	MBE - Coordination & Assistance	$43,600,000	$ 8,000,000
SBA	Small Business Administration	Management Assistance	7,840,000	5,000,000
SBA	Small Business Administration	Management Assistance - Research and Development	3,000,000	1,000,000
Interior	Indian Affairs Bureau	Industrial & Tourism Development	3,687,000	300,000
Total programs in Business: 4		TOTALS	$58,127,000	$14,300,000
COMMUNITY DEVELOPMENT				
HEW	Office of Education	University Community Service	$ 9,500,000	$ 9,500,000
HUD	Planning & Management	Community Dev. Training Grants	3,000,000	1,500,000
HUD	Planning & Management	Comprehensive Planning Assistance	94 500,000	5,000,000
HUD	Research & Technology	Urban Planning Research & Demonstration (701 B)	4,000,000	500,000
HUD	Community Development	Model Cities Grants	287,700,000	10,000,000
DOT	Urban Mass Transportation	University Research & Training	3,000,000	100,000
Interior	Indian Affairs Bureau	Indian Community Development	900,000	900,000
Total programs in Community Development: 7		TOTALS	$402,600,000	$27,500,000

Table 14(continued)

Department	Administering Agency	Program Title	Total Expenditures	Continuing Education Expenditures
DRUG ABUSE				
HEW	Office of Education	Drug Abuse Prevention	$13,024,000	$13,024,000
Interior	Narcotics & Dangerous Drugs	Public Drug Abuse Education	1,204,000	1,204,000
	Office of Economic Opportunity	Drug Rehabilitation	18,000,000	1,000,000
Total programs in Drug Abuse: 3		TOTALS	$32,228,000	$15,228,000
EDUCATION PROFESSIONS				
HEW	Office of Education	Adult Education Grants	$51,134,000	$10,000,000
HEW	Office of Education	Adult Ed. Special Projects	7,000,000	3,000,437
HEW	Office of Education	Teacher Education	3,000,000	1,500,000
HEW	Office of Education	Vocational Education Grants	383,843,455	38,000,000
HEW	Office of Education	Vocational Education - Personnel Development	1,900,000	1,900,000
HEW	Office of Education	Professional Personnel Dev.	5,000,000	5,000,000
HEW	Office of Education	EPDA Personnel Development	5,000,000	5,000,000
HEW	Office of Education	Classroom Personnel Training	4,900,000	4,900,000
HEW	Office of Education	Special Ed. Teacher Training	4,000,000	2,000,000
HEW	Office of Education	Urban/Rural School Development	6,575,000	4,000,000
HEW	Office of Education	Media Specialists Development	1,800,000	900,000
HEW	Office of Education	Pupil Personnel Specialists	3,300,000	2,000,000
HEW	Office of Education	Educational Leadership Training	3,100,000	2,000,000
HEW	Office of Education	Career Opportunities Grants	23,800,000	23,800,000
HEW	Office of Education	School Personnel Utilization	3,000,000	1,500,000
HEW	Office of Education	Volunteers in Education	300,000	300,000
HEW	Office of Education	Handicapped Physical Ed. & Recreation Training	700,000	350,000
HEW	Office of Education	Handicapped Teacher Training	33,945,000	15,000,000
HEW	Office of Education	Library Training Grants	2,000,000	1,000,000
HEW	Office of Education	Preschool, Elementary & Secondary Teacher Dev.	7,000,000	7,000,000
HEW	Office of Education	Teacher Trainers' Training	10,355,000	5,000,000
HEW	Office of Education	Teacher Training in Developing Institutions	4,900,000	4,900,000

Table 14 (continued)

Department	Administering Agency	Program Title	Total Expenditures	Continuing Education Expenditures
EDUCATION PROFESSIONS (cont'd)				
HEW	Office of Education	Educational Research Training	3,500,000	1,500,000
HEW	National Institute of Health	Health Professions - Teacher Training & Fellowships	1,000,000	500,000
NSF	National Science Foundation	Short Courses for College Teacher	1,043,622	1,043,622
NSF	National Science Foundation	Summer Institutes for College Teachers	2,076,701	2,076,701
NSF	National Science Foundation	Pre-College Instructional Personnel Development	23,300,000	23,300,000
NSF	National Science Foundation	Pre-College Instructional Program Development	8,700,000	8,700,000
NSF	National Science Foundation	Undergraduate Instructional Personnel Development	3,500,000	3,500,000
NSF	National Science Foundation	Undergraduate Instructional Personnel Dev. (Science)	19,500,000	10,000,000
NSF	National Science Foundation	Academic Year Institutes for Sec. School Teachers	2,740,000	2,740,000
NSF	National Science Foundation	Summer Program for Secondary School Teachers	12,033,000	12,033,000
NSF	National Science Foundation	In-Service Institute for Secondary School Teachers	3,234,000	3,234,000
NSF	National Science Foundation	Cooperative College School Science Program	4,900,000	3,000,000
NSF	National Science Foundation	Cooperative Projects for Two-Year Colleges	992,300	400,000
AEC	Atomic Energy Commission	Nuclear Experimentation	120,000	120,000
Defense	Army - Civil Defense	Architect/Engineer Development	155,00	155,000
Justice	Law Enforcement Assistance Administration	Law Enforcement Assistance & Educational Development	1,000,000	500,000
NFAH	National Foundation on Arts & Humanities	Promotion of the Arts - Education	2,417,244	2,417,244
NFAH	National Foundation on Arts & Humanities	Promotion of Humanities - Planning & Development	5,450,083	5,450,083
SI	Smithsonian Institution	Academic Appointments	397,500	397,500
SI	Smithsonian Institution	Elementary & Sec. Education	189,000	189,000
AEC	Atomic Energy Commission	Nuclear Ed. & Training	681,000	681,000
AEC	Atomic Energy Commission	Faculty Training Workshops	120,000	120,000
AEC	Atomic Energy Commission	Faculty Training Institutes	400,000	400,000
Total programs in Education Professions: 45		TOTALS	$644,001,905	$221,507,587

Table 14 (continued)

Department	Administering Agency	Program Title	Total Expenditures	Continuing Education Expenditures
ENVIRONMENT				
HEW	Office of Education	Environmental Educaton	$ 3,514,000	$ 3,514,000
EPA	Office of Air Programs	Air Pollution Manpower Training Grants	2,480,000	1,000,000
EPA	Office of Air Programs	Air Pollution Control - Technical Training	1,345,000	1,345,000
EPA	Office of Solid Waste Management Programs	Solid Waste Training Grants	415,000	200,000
EPA	Office of Solid Waste Management Programs	Solid Waste Technical Assistance & Training	2,749,000	2,739,000
EPA	Office of Water Programs	Water Pollution Control	939,000	939,000
EPA	Water Quality Office	Water Pollution Control Manpower Development	962,000	962,000
EPA	Office of Water Programs	Water Quality & Pollution Control - STORET Training	Insufficient Information	
EPA	Water Quality Office	Water Pollution Control - Section 7 grants	15,000,000	2,000,000
Interior	Water Resources Research Office	Water Resources Research Assistance Allotments	5,100,000	2,000,000
Interior	Water Resources Research Office	Water Resources Research Matching Grants	3,000,000	3,000,000
		TOTALS	$ 35,504,000	$17,709,000

Total programs in Environment: 11

Department	Administering Agency	Program Title	Total Expenditures	Continuing Education Expenditures
HEALTH				
HEW	Health Services & Mental Health Administration	Mental Health Training Grants	$111,350,000	$ 50,000,000
HEW	Health Services & Mental Health Administration	Regional Medical Programs - Grants	75,000,000	30,000,000
HEW	Health Services & Mental Health Administration	Maternal and Child Health Training	15,071,000	15,071,000
HEW	Health Services & Mental Health Administration	Mental Health Scientific Communications & Ed.	5,803,000	5,803,000
HEW	Health Services & Mental Health Administration	Mental Health - Alcoholism Services Grants	18,002,000	2,000,000
HEW	Health Services & Mental Health Administration	Family Planning Services - Training Grants	2,000,000	2,000,000

Table 14 (continued)

Department	Administering Agency	Program Title	Total Expenditures	Continuing Education Expenditures
HEALTH (cont'd)				
HEW	Health Services & Mental Health Administration	Health Services Research & Development - Training	$ 5,000,000	$ 2,000,000
HEW	Health Services & Mental Health Administration	Disease Control - Public Health Workers Training	1,763,700	1,763,700
HEW	Health Services & Mental Health Administration	Comprehensive Health Planning & Training	4,125,000	1,500,000
HEW	Health Services & Mental Health Administration	Occupational Health Training Grants	1,750,000	1,000,000
HEW	Health Services & Mental Health Administration	Emergency Health - Community Preparedness	1,447,600	1,000,000
HEW	Health Services & Mental Health Administration	Health Statistics Training & Technical Assistance	353,000	353,000
HEW	National Institute of Health	Professional Nurse Training	10,470,000	10,470,000
HEW	National Institute of Health	Nurse Training Improvement Special Projects	20,000,000	20,000,000
HEW	National Institute of Health	Nurse Scientist Graduate Training Grants	700,000	700,000
HEW	National Institute of Health	Child Health & Human Development	10,142,000	8,000,000
HEW	National Institute of Health	Professional Public Health Personnel	8,400,000	6,000,000
HEW	National Institute of Health	Neurological Diseases & Strokes Training Grants	12,380,000	4,000,000
HEW	National Institute of Health	Cancer - Clinical Training	6,657,000	4,000,000
HEW	National Institute of Health	Cancer - Graduate Training	6,217,000	500,000
HEW	National Institute of Health	Allergy & Infectious Diseases - Training	8,922,000	4,000,000
HEW	National Institute of Health	Allied Health Professions Traineeships & Grants	3,750,000	3,000,000
HEW	National Institute of Health	Allied Health Professions Special Project Grants	14,745,000	3,000,000
HEW	National Institute of Health	General Medical Sciences Training Grants	43,746,000	3,000,000
HEW	National Institute of Health	Schools of Public Health - Grants	5,554,000	2,000,000
HEW	National Institute of Health	Medical Library Assistance Training Grants	1,200,000	500,000

Table 14 (continued)

Department	Administering Agency	Program Title	Total Expenditures	Continuing Education Expenditures
HEW	National Institute of Health	Family Medicine - Training Grants	$ 5,100,000	$ 500,000
HEW	National Institute of Health	Animal Resources - Training Grants	352,000	100,000
HEW	National Institute of Health	Dental Auxiliary Utilization Training Grants	4,251,000	4,251,000
HEW	National Institute of Health	Dental Research Training Grants	5,270,000	500,000
HEW	National Institute of Health	Dental Health Continuing Education Grants	200,000	200,000
OEO	Office of Economic Opportunity	Comprehensive Health Services (Neighborhood Health Ctr.)	114,000,000	9,000,000
VA	Medicine & Surgery Department	Education & Training of Health Personnel	118,282,000	5,000,000
Total programs in Health: 33		TOTALS	$642,002,600	$186,211,700
HUMANITIES				
NFAH	National Foundation on Arts & Humanities	Promotion of the Humanities Public Programs	$ 2,372,778	$ 2,372,778
NFAH	National Foundation on Arts & Humanities	Promotion of Humanities - Educational Project	3,501,841	2,000,000
NFAH	National Foundation on Arts & Humanities	Promotion of Humanities - Museum Personnel Dev.	359,665	359,665
NFAH	National Foundation on Arts & Humanities	Promotion of Humanities - Regional Projects	750,975	750,975
Total programs in Humanities: 4		TOTALS	$ 6,985,259	$ 5,483,418
LAW ENFORCEMENT				
Treasury	Secret Service	Training Activities	$ 8,000	$ 8,000
Justice	Federal Bureau of Investigation	Police Training	1,053,017	1,053,017
Justice	Federal Bureau of Investigation	FBI Field Training	2,147,233	2,147,233
Justice	Law Enforcement Asst. Adm.	Improvement & Strengthening Law Enforcement	413,695,000	80,000,000
Justice	Law Enforcement Asst. Adm.	LEAA - Technical Assistance	6,000,000	6,000,000

Table 14 (continued)

Department	Administering Agency	Program Title	Total Expenditures	Continuing Education Expenditures
LAW ENFORCEMENT (cont'd)				
Justice	Law Enforcement Asst. Adm.	Law Enforcement Asst. Training	$ 1,000,000	$ 1,000,000
Justice	Bureau of Narcotics & Dangerous	Narcotics & Dangerous Drugs Training	405,000	405,000
Treasury	Internal Revenue Service	Alcohol, Tobacco & Firearms	not separately identifiable	
Justice	Law Enforcement Asst. Adm.	Law Enforcement Research & Development - Grants	19,000,000	1,000,000
Total programs in Law Enforcement: 9		TOTALS	$ 443,308,250	$ 91,613,250
MANPOWER				
CSC	Civil Service Commission	Training Assistance	$ 1,418,000	$ 1,418,000
CSC	Civil Service Commission	Intergovernmental Personnel Grants	12,500,000	6,000,000
Labor	Manpower Administration	Manpower Development & Institutional Training	372,452,000	10,000,000
Labor	Manpower Administration	Public Employment Program	1,000,000,000	10,000,000
Labor	Manpower Administration	Technology Mobilization & Reemployment	21,000,000	15,000,000
Total programs in Manpower: 5		TOTALS	$1,428,370,000	$ 57,418,000
NUCLEAR ENERGY				
AEC	Atomic Energy Commission	Uranium Industry Workshops	not separately identifiable	
AEC	Atomic Energy Commission	Safeguards Training	$ 100,000	$ 100,000
AEC	Atomic Energy Commission	Nuclear Education & Training	110,000	110,000
AEC	Atomic Energy Commission	Medical Radioistope Course	86,150	86,150
AEC	Atomic Energy Commission	Mobile Radioisotope Lab	75,000	75,000
AEC	Atomic Energy Commission	Medical Technology Course	42,800	42,800
AEC	Atomic Energy Commission	Radioisotope Training Course	110,050	110,050
AEC	Atomic Energy Commission	Radiation Control Training	85,000	85,000
Total programs in Nuclear Energy: 8		TOTALS	$ 609,000	$ 609,000

Table 14 (continued)

Department	Administering Agency	Program Title	Total Expenditures	Continuing Education Expenditures
SCIENCE				
NASA	National Aeronautics & Space Administration	Spacemobile Project	$ 725,000	$ 725,000
NSF	National Science Foundation	Scientific Conference Grants	1,500,000	1,500,000
NSF	National Science Foundation	Intergovernmental Science	1,000,000	1,000,000
NSF	National Science Foundation	Public Understanding of Science Program	750,000	3,975,000
Total programs in Science: 4		TOTALS	$ 3,975,000	$ 3,975,000
SOCIAL WELFARE				
HEW	Office of Education	Educationally Deprived Children - Handicapped	$ 56,380,927	$ 3,000,000
HEW	Office of Education	Teacher Corps - Training	37,435,000	20,000,000
HEW	Office of Education	Consumer & Homemaker Training	25,625,000	5,000,000
HEW	Office of the Secretary	Child Development - Head Start	376,317,000	18,000,000
HEW	Social&Rehabilitation Service	Public Assistance Training	45,764,000	35,000,000
HEW	Social&Rehabilitation Service	Social & Rehabilitation Training	44,600,000	30,000,000
HEW	Social&Rehabilitation Service	Developmental Disabilities	23.575,000	5,000,000
HEW	Social&Rehabilitation Service	Developmental Disabilities - Facilities & Training	4,250,000	2,000,000
HEW	Social&Rehabilitation Service	Rehabilitation Service Projects	58,148,891	2,000,000
Labor	Manpower Administration	Public Service Careers	62,200,000	5,000,000
OEO	Office of Economic Opportunity	Legal Services	70,100,000	10,000,000
HEW	Social&Rehabilitation Service	Child Welfare Training	5,900,000	3,000,000
HEW	Social&Rehabilitation Service	New Career Opportunities for the Handicapped	1,000,000	500,000
HEW	Social&Rehabilitation Service	New Careers in Vocational Rehabilitation	1,000,000	1,000,000
HEW	Office of Education	Educationally Deprived Children	16,579,267	1,000,000
HEW	Office of Education	Local Deprived Children	1,339,659,112	30,000,000
HEW	Office of Education	Deprived Migrant Children	57,608,680	1,000,000
Total programs in Social Welfare: 17		TOTALS	$2,226,142,877	$171,500,000

Table 14 (continued)

Department	Administering Agency	Program Title	Total Expenditures	Continuing Education Expenditures
STUDENT AID				
HEW	Health Services & Mental Health Administration	Mental Health Fellowships	$ 8,700,000	$ 4,000,000
HEW	Health Services & Mental Health Administration	Occupational Health Fellowships	20,000	20,000
HEW	National Institute of Health	Allergy & Infectious Diseases Fellowships & Awards	3,579,000	2,500,000
HEW	National Institute of Health	Arthritis & Metabolic Disease Fellowships	5,740,000	5,740,000
HEW	National Institute of Health	Cancer Research Fellowships	1,597,000	1,597,000
HEW	National Institute of Health	Cancer - Research Careers	1,951,000	1,951,000
HEW	National Institute of Health	Environmental Health Sciences - Fellowships	264,000	100,000
HEW	National Institute of Health	Eye Research - Fellowships	1,676,000	1,000,000
HEW	National Institute of Health	General Medical Sciences - Fellowships	15,609,000	8,000,000
HEW	National Institute of Health	Heart & Lung Research Fellowships	7,371,000	5,000,000
HEW	National Institute of Health	Neurological Diseases & Stroke Fellowships	1,785,000	1,000,000
HEW	National Institute of Health	Special Predoctoral and Postdoctoral Fellowships	650,000	650,000
HEW	National Institute of Health	Nursing Scholarships	19,500,000	5,000,000
HEW	National Institute of Health	Animal Resources Fellowships	126,000	50,000
SI	Smithsonian Institution	Woodrow Wilson Center for Scholars - Fellowships	450,000	450,000
NFAH	National Foundation on Arts & Humanities	Promotion of Humanities - Professional Fellowships	190,000	190,000
NFAH	National Foundation on Arts & Humanities	Junior College Teacher Fellowships	961,500	500,000
NFAH	National Foundation on Arts & Humanities	Fellowships for Guided Study in Selected Fields	528,500	200,000
NFAH	National Foundation on Arts & Humanities	Promotion of Humanities - Senior Fellowships	1,441,565	1,441,565

Table 14 (continued)

Department	Administering Agency	Program Title	Total Expenditures	Continuing Education Expenditures
STUDENT AID (cont'd)				
HEW	Office of Education	Fulbright-Hays Grants	$ 300,000	$ 300,000
Justice	Law Enforcement Assistance Administration	Research & Development - Visiting Fellowships	150,000	150,000
Justice	Law Enforcement Assistance Administration	Student Financial Aid	29,000,000	20,000,000
NFAH	National Foundation on Arts & Humanities	Fellowships & Stipends for Young Humanists (Summer)	2,512,476	2,512,476
VA	Veterans Benefits Department	Veterans Education Assistance	1,761,990,000	1,312,500,000
VA	Veterans Benefits Department	Disabled Vet Rehabilitation	69,650,000	30,000,000
VA	Veterans Benefits Department	War Orphans & Widows Educational Assistance	74,766,000	25,000,000
Defense	Army Civil Defense	Civil Defense Staff College	70,000	70,000
Total programs in Student Aid: 27		TOTALS	$2,010,578,041	$1,429,922,041
MISCELLANEOUS				
DOT	Federal Aviation Administration	Aviation Education	$ 130,000	$ 50,000
Defense	Army Civil Defense	Architect/Engineer Dev.	285,000	285,000
Defense	Army Civil Defense	University Extension	3,475,982	3,475,982
Defense	Army Civil Defense	Personal & Family Survival Ed.	1,892,649	1,892,649
HEW	Office of Education	Civil Rights Technical Assistance & Training	21,000,000	15,000,000
HEW	Social & Rehabilitation Service	Youth-Development & Delinquency Prevention	10,000,000	3,500,000
Commerce	National Oceanic & Atmospheric Administration	Sea Grant Support	17,273,000	17,273,000
Interior	Bureau of Mines	Mine Health & Safety Education & Training	5,178,000	5,178,000
Treasury	Internal Revenue Service	Tax Information & Education	310,000	310,000

Table 14 (continued)

Department	Administering Agency	Program Title		Total Expenditures	Continuing Education Expenditures
MISCELLANEOUS (cont'd)					
--	President's Council on Fitness & Sports	Physical Fitness Program Development		$ 20,000	$ 20,000
--	President's Council on Fitness & Sports	Physical Fitness Demonstration Center Schools		5,000	5,000
--	President's Council on Fitness & Sports	Physical Fitness Clinics		22,000	22,000
--	President's Council on Fitness & Sports	Health-Exercise Symposia		12,000	12,000
Total programs in Miscellaneous: 13			TOTALS	$ 59,603,631	$ 47,023,631

Source: National Advisory Council on Extension and Continuing Education, Special Tabulations, 1973.

Table 15

Veterans and Servicemen in Training under the Provisions of the G.I. Bill, November, 1972

	Total				Veterans				Servicemen			
	Total	Full-Time	Part-Time	Correspondence	Total	Full-Time	Part-Time	Correspondence	Total	Full-Time	Part-Time	Correspondence
Total-All Levels	1,275,825	664,239	318,590	292,996	1,188,178	659,718	306,848	221,612	87,647	4,521	11,742	71,384
College-Total	759,231	492,837	262,143	4,251	747,940	488,879	255,363	3,698	11,291	3,958	6,780	553
Graduate	109,931	69,594	40,214	123	103,803	67,927	35,781	95	6,128	1,667	4,433	28
Undergraduate	640,813	419,891	219,933	989	636,691	417,805	218,062	824	4,122	2,086	1,871	165
Non-Degree	8,487	3,352	1,996	3,139	7,446	3.147	1,520	2,779	1,041	205	476	360
Below College-Total	415,152	69,960	56,447	288,745	338,796	69,397	51,485	217,914	76,356	563	4,962	70,831
Vocational or Tech. Post High School	71,127	17,033	7,753	46,341	54,103	16,959	7,547	29,597	17,024	74	206	16,744
Other Voc. or Tech.	295,557	40,187	17,573	237,797	241,621	40,108	17,279	184,234	53,936	79	294	53,563
High School	15,261	4,262	6,392	4,607	13,112	3,852	5,177	4,083	2,149	410	1,215	524
Flight Training	24,563	-	24,563	-	21,316	-	21,316	-	3,247	-	3,247	-
Cooperative Farm	8,644	8,478	166	-	8,644	8,478	166	-	-	-	-	-
On-Job Training	101,442	101,442	-	-	101,442	101,442	-	-	-	-	-	-
Apprentice	58,661	58,661	-	-	58,661	58,661	-	-	-	-	-	-
Other	42,781	42,781	-	-	42,781	42,781	-	-	-	-	-	-

Veterans Administration, Department of Veterans Benefits, November, 1972

Appendix

"OBJECTIVES FOR POSTSECONDARY EDUCATION"

The central task of this Commission has been to study and recommend improvements in the financing of postsecondary education. To do so, the Commission might have undertaken a detailed review and evaluation of specific financing programs—guaranteed loans, for example, or Basic Educational Opportunity Grants, or state budgets for public colleges and universities—in an attempt to discover how well each of these programs achieves the goals set out for it and ways in which each program might be improved. Such an approach would have contributed little, however, to the development of the systematic structure for policy analysis requested by Congress. Nor would it have helped to resolve the most pressing issues left undecided following enactment of the Education Amendments of 1972.

Consequently, the Commission chose at the outset of the study to devote considerable effort to developing a set of broadly-stated objectives for postsecondary education that would serve as a foundation for subsequent analytical work. These objectives do not deal with the ultimate purposes of education—knowledge, self-fulfillment, and socialization, for example—but with how postsecondary education should be structured, in the broadest sense, to serve those purposes. These objectives are intended to be more than just bench marks for the evaluation of financing policies and programs, but they were drawn up with the thought that they should be put to that practical use as well. Thus, these objectives are used in later chapters of this

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Reprinted from National Commission on the Financing of Postsecondary Education, Financing Postsecondary Education in the United States (Washington: Government Printing Office, 1973), pp. 53-62.

report to measure the effectiveness of current financing patterns and as the starting point in developing a framework for analyzing alternative financing patterns.

The objectives chosen by the Commission deal with eight subjects:

1. Student access;
2. Student choice;
3. Student opportunity;
4. Educational diversity and flexibility;
5. Institutional excellence;
6. Institutional independence;
7. Institutional accountability; and
8. Adequate financial support.

The Commission adopted objectives dealing with these subjects and specific phrasing of the objectives only after extensive discussion and debate based on careful consideration of the viewpoints expressed by students, educators, public officials, and others, as well as similar statements of objectives presented in recent state and national studies by other organizations. These objectives were determined independently by the Commission, but, in its judgment, they provide a fundamental statement of what might be termed the "national interest" with regard to financing postsecondary education.

In listing these objectives and in attempting to develop a systematic framework for policy analysis, however, the Commission is not advocating the development of a national system of postsecondary education. On the contrary, the Commission accepts the fact that the organization and financing of postsecondary education are pluralistic and diverse. Moreover, it accepts the fact that basic objectives may often conflict and that effort must be directed toward achieving an optimum balance among the objectives rather than toward full achievement of each objective.

1. Student Access

Each individual should be able to enroll in some form of postsecondary education appropriate to that person's needs, capability, and motivation.

All who are capable of benefiting should be assured access to postsecondary education in some form. There must be no arbitrary or artificial barriers related to sex, age, race, income, residence, ethnic group, religious or political belief, or prior educational achievement. And access must mean more than just admission to an institution. It must mean assurance that participation is limited only by one's ability to meet reasonable standards applicable to all participants and by one's willingness to apply oneself to the required work. It must mean full participation in high quality programs that are meaningful according to one's needs, capability, and motivation.

Special attention must be given to assure access to those who previously have been denied access to postsecondary education. Moreover, it must be recognized that people's needs and motivations change over time so that the manner in which access is assured may also have to change.

Access is also dependent upon information; that is, potential students must be informed about the programs offered by individual institutions: their strengths and weaknesses, expectations about student achievement, and the availability of financial and other assistance.

2. Student Choice

Each individual should have a reasonable choice among those institutions of postsecondary education that have accepted him or her for admission.

Choice is closely related to access. Each person should be assured a real choice among the institutions that have accepted him or her for admission. To deny such choice would be to restrict access.

To the extent that choice depends upon financial aid, reasonable student financial assistance must be available from public and private sources in some combination of grants, loans, employment, and personal savings and parental contributions.

3. Student Opportunity

Postsecondary education should make available academic assistance and counseling that will enable each individual, according to his or her needs, capability, and motivation, to achieve his or her educational objectives.

Once enrolled, students who apply themselves should be assured full opportunity to achieve their educational objectives. Institutions of postsecondary education are responsible for meeting the special needs of individual students for counseling, academic assistance, and other supportive services. Particular attention should be given to the needs of students who have had only limited postsecondary educational opportunities and who may have needs that differ significantly from those of students whom the institutions are more accustomed to serving. Only where there is real opportunity for achievement will the objectives of access and choice also be fulfilled.

4. Educational Diversity

Postsecondary education should offer programs of formal instruction and other learning opportunities and engage in research and public service of sufficient diversity to be responsive to the changing needs of individuals and society.

There must be great diversity in our institutions of postsecondary education if all reasonable needs of students and society are to be served. This diversity should be present in programs of research and public service as well as in programs of instruction, and in a variety of institutional settings. Furthermore, institutions of postsecondary education must be able to respond to the changing needs of students and society for learning opportunities and for the discovery and dissemination of new knowledge. Internal and external pressures to restrict institutional diversity and flexibility unnecessarily should be opposed.

Diversity, from the student's point of view, means that postsecondary institutions offer a range of opportunity for individual development and training for future employment. Diversity also implies renewal, reform, and responsiveness to students' needs for both formal and informal learning opportunities.

5. Institutional Excellence

Postsecondary education should strive for excellence in all instruction and other learning opportunities, and in research and public service.

Excellence must be the primary objective of postsecondary education in all of its forms, with excellence in the service to students its overriding concern. Excellence is not, however, to be judged by a single standard. It is as important to provide excellent training for laboratory technicians and auto mechanics as it is for engineers and chemists. Excellence is a responsibility of all institutions, public and private, the least as well as the most selective.

6. Institutional Independence

Institutions of postsecondary education should have sufficient freedom and flexibility to maintain institutional and professional integrity and to meet creatively and responsively their educational goals.

Institutions of postsecondary education must be assured the independence essential to the exercise of professional judgment so that they may carry out their responsibilities most effectively and be responsive to the changing needs of students and society. The dividing line between the proper exercise of public authority or private responsibility, on the one hand, and undue intervention, on the other, is often difficult to establish. Yet public and private governing bodies and other agencies must be aware that there is such a line. Crossing it may affect the quality of services provided by the institutions.

7. Institutional Accountability

Institutions of postsecondary education should use financial and other resources efficiently and effectively and employ procedures that enable those who provide the resources to determine whether those resources are being used to achieve desired outcomes.

With independence goes accountability. Independence and accountability must be balanced so that the interests of students and the general public do not become subordinated to those of the institutions. This is not to say that postsecondary institutions have been irresponsible in this sense in the past, but that they must not in the future lose sight of the interests of those they serve.

Institutions must be financially accountable not only in the traditional fiduciary sense but also in terms of the application of available resources to the achievement of identifiable programs and institutional goals. Those who manage postsecondary educational institutions should be able to demonstrate efficiency and effectiveness in pursuing those goals.

8. Adequate Financial Support

Adequate financial resources should be provided for the accomplishment of these objectives. This is a responsibility that should be shared by public and private sources, including *federal, state, and local government, students and their families, and other concerned organizations and individuals.*

Accomplishing several of the forgoing objectives is directly dependent on the provision of adequate financing, and it will be possible to accomplish all of the objectives only with an increase in the present level of financial support.

Financing postsecondary education is not the responsibility of taxpayers, solely, or of parents and students. It is a shared responsibility, and it is the sharing of this responsibility among governments, students and their parents, and private individuals and organizations that has given this nation's institutions of postsecondary education much of the strength and continuity they now enjoy. Moreover, there is no single combination of financing responsibilities that can be applied to all institutions.

State and local governments should provide the basic institutional capability to offer a variety of postsecondary educational programs and services according to the needs of their citizens. The federal government should accept major responsibility for financing postsecondary educational programs that serve goals and priorities that are primarily national. Students and their families should share in meeting the basic costs of their education to the extent of their ability to do so and in exercise of their freedom to choose among programs and institutions. Alumni, foundations, corporations, and other private organizations and individuals should provide the supplementary support that traditionally has been a principal ingredient in assuring high quality among both private and public institutions.

In the real world of limited resources, however, hard choices must be made about the deployment of available financial resources for maximum effectiveness. It is with this reality firmly in mind that several alternative financing policies are considered and evaluated in a later chapter of this report.

Criteria for Measuring Achievement

Deciding upon objectives, as important and difficult as it may be, is only a start. The next step is to identify specific criteria that may be used as standards of achievement—that is, to determine how well objectives are being met under current financing patterns and the extent to which alternative financing patterns may result in greater achievement. Such criteria may be expressed either in quantitative or qualitative terms, although it is important to establish quantitative criteria wherever doing so will contribute to greater precision in measuring the degree of achievement of each objective.

Most of the objectives identified by the Commission are very general in character and therefore possessed of more than one facet. Diversity, for example, has several meanings that are closely related but subject to different measures of accomplishment. Moreover, in no case is there a single measure or criterion that is entirely satisfactory. It is essential, therefore, to develop a cluster of criteria for each objective that will not only reflect the different facets of the objective but also help to minimize the danger of using criteria that, standing alone, may be misleading.

The following criteria are proposed as initial measures of the achievement of the objectives outlined above:

1. Student Access

   The extent to which the student population and the college-age population are similar with respect to:

   a. Income level
   b. Racial composition
   c. Ethnic group
   d. Sex
   e. Family residence

2. Student Choice
   - a. The extent to which persons from all income groups are enrolled in institutions with high, medium, and low student charges
   - b. The distribution of low-income students among the various institutional types
3. Student Opportunity
   - a. The degree to which aptitude and educational achievement are correlated
   - b. The extent to which students complete the programs in which they enroll*
4. Institutional Diversity
   - a. The number of institutions of different types
   - b. The variety of institutional purposes
   - c. The variety of curricular offerings available to students
   - d. The variety of institutional size and administration
   - e. The variety of teaching methods
5. Institutional Excellence
   - a. Academic quality according to surveys of faculty opinion
   - b. Success of graduates in obtaining employment in the fields in which they were trained
6. Institutional Independence
   - a. Diversity of financial support
   - b. Institutional freedom to allocate income
   - c. Freedom from financial reprisal

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*The Commission recognizes that for some students, program completion may not be as important, for example, as receiving sufficient training to obtain employment; however, for many students, program completion remains an important measure of opportunity.

7. Institutional Accountability
    - a. Compliance with public regulations regarding the handling of money, safety requirements, civil rights, etc.
    - b. Voluntary reporting of financial information
    - c. Responsiveness to the demands of those who provide financial support
    - d. The degree to which institutional goals are accomplished

8. Adequate Financial Support
    - a. Institutional strength
    - b. Shared responsibility
    - c. Accomplishment of the previous seven objectives

Unquestionably, additional criteria should be developed to guide policy makers in designing financing policies that best accomplish their objectives. The Commission makes no claim that these criteria are exhaustive or above question. On the contrary, it is evident that much might be gained by a concerted effort to develop additional criteria to supplement or replace those that are listed. In the meantime, however, the Commission believes that criteria such as these should be used by policy makers in considering alternative financing proposals for postsecondary education.

alternatives for later life and learning: some programs designed for older persons at state colleges and universities

prepared by the
american association of
state colleges and universities

The American Association of State Colleges and Universities (AASCU) has a membership of 313 state-assisted colleges and universities in the United States, Guam, and the Virgin Islands.

It is a diverse membership. In size, the institutions range from 1,200 students to 30,000 students. Their locales vary, from the isolation of rural areas to the heart of major metropolitan areas. Their educational programs span a spectrum of student interest, from restaurant management to philosophy.

Among this diversity there are shared characteristics which draw the institutions together as a national group with common interests. Although some of the colleges and universities were established originally as junior colleges, technical schools, and seminaries, the vast majority were founded as normal schools to prepare teachers for the country's elementary and secondary schools.

During the past decades, as needs within society changed, state colleges and universities sought new academic directions and meaningful roles within their communities and states. The evolution from single-purpose institutions to comprehensive colleges and universities followed the same commitment to teaching excellence and public service as had characterized their foundings. This has created within the state colleges and universities an attitude of flexibility toward student interest and community need.

Although many of the institutions offer work at the master's and doctoral level, their primary emphasis has been on the excellence of undergraduate teaching. Within this context and in response to changing needs within society, many state colleges and universities are applying their teaching resources to new student constituencies--those not reached through the traditional undergraduate campus classrooms, or those not interested in the traditional curriculum.

The new constituency includes working adults, housewives, former college drop-outs, and older persons, either in mid-career or in retirement. To reach this constituency, state colleges and universities have channeled learning resources into external degree programs, off-campus seminars, independent study field learning, and continuing education programs. In addition to expanding access for the new constituency, institutions have tailored academic programs to their educational needs.

The American Association of State Colleges and Universities encourages the seeking of these new directions. Through its committees and staff, AASCU assists its members in examining societal needs and exploring new roles in providing educational service. Within the context of this commitment, the Association has appointed a special Task Force on Educational Opportunities for the Aging to study and recommend ways in which the state colleges and universities can better respond to the needs of older persons. Through examination and exploration such as this, the Association believes the state colleges and universities will continue as a vital and viable part of higher education, still dedicated to the excellence of teaching and the fulfillment of community needs.

Following is a compilation of responses provided by the state colleges and universities to a survey of programs for older persons conducted by the Association in August 1974. The results of the survey were compiled and distributed to participants at the annual conference of the National Council on the Aging in September. The conference theme was "Options and Actions for the Elderly."

The state colleges and universities were requested to list and describe special provisions and programs for older persons under four general headings:

I. Special provisions for increased access by older persons to the regular academic and cultural offerings of the institution.

II. Special programs or activities designed for and involving the direct participation of older persons.

III. Pre-service and in-service training for professionals and paraprofessionals in aging-related fields.

IV. Other institutional initiatives currently underway which relate to the needs of older persons.

The institutional responses that follow are identified by the Roman numeral corresponding to the headings described above. Institutions are listed alphabetically by state. An addendum beginning on page 47 contains the responses of a number of institutions received too late to be included in the main body of this report.

Approximately 150 state colleges and universities have indicated they do have programs designed for older persons. Many others have indicated that while they do not offer programs at this time, they are quite interested in getting started. Therefore, a listing of all the members of the American Association of State Colleges and Universities is included beginning on page 61. If you believe one of these institutions located in your service area might be able to provide programmatic resources for you or your clientele, please do not hesitate to contact the Office of the President or the Division of Continuing Education at that college of university.

STATE COLLEGE AND UNIVERSITY PROGRAMS DESIGNED FOR OLDER PERSONS

ALABAMA

University of South Alabama
307 University Blvd.
Mobile, Alabama 36688
(205-460-6101)

I. Campus facilities accessible to handicapped and disabled.

II. Offers courses in Recreation for the Elderly and Social Gerontology.

CALIFORNIA

California State College, Sonoma
1801 East Cotati Avenue
Rohnert Park, California 94928
(707-795-2107)

I. Reduces tuition fees/ modifies admission requirements; reduces fees to events.

Offers special programs off-campus.

Campus facilities accessible to handicapped and disabled.

Minimum age for qualification: 55 and currently retired.

II. Introduction to Financial Planning for the Retired or About to Retire offers information on financial changes a retired person experiences.

The Personal Essay-Autobiography--participant writes chronological autobiography or personal reminiscence.

Introduction to Creative Activities for Senior Citizens features demonstration and training in art instruction.

Management of Exercise Programs for the Aged is for persons directing physical activity programs for the aged.

Psycho-Social Aspects of Aging.

Living with the Aging Process provides an opportunity to consider some central concerns related to aging.

Health Maintenance offers participants information on preventive medicine, recognizing diseases, proper diet, and effective use of local health resources.

IV. Community Involvement Programs--students work in senior citizen centers, convalescent homes, and recreation programs for adults.

California State University, Los Angeles
5151 State University Drive
Los Angeles, California 90032
(213-224-0111)

I. Campus facilities accessible to handicapped and disabled.

III. Nursing B.S., option in Primary Care, includes courses on Aging Patient, Acute Care; M.S. in Nursing includes course in Late Adulthood. Contact: Ruth Wu, Chairman, Department of Nursing.

B.S. in Home Economics, option in Food and Nutrition, includes courses in Diet Therapy, Home Management for Elderly and Handicapped, and other Disadvantaged. Contact: Margaret McWilliams, Chairman, Department of Home Economics.

Offers following other courses dealing with aging:

Estate Planning.
The Physiology of Human Development--Maturity and Aging.
Theoretical and Developmental Aspects of Behavior.
Supervised Practice in Rehabilitation Counseling.

California State University, Sacramento
6000 J Street
Sacramento, California 95810
(916-454-6011)

III. The School of Social Work offers courses leading to the Master of Social Work degree, dealing with the problems of aging; students may do field work with agencies involved in aging.

California State University, San Bernardino
5500 State College Parkway
San Bernardino, California 92407
(714-887-6311)

III. B.A. in Sociology; Social Work Track is an option for students pursuing a career in social work. Contact: Melvin Hawkins, Coordinator of Social Work Track in Sociology Major.

IV. Proposed B.A. in Human Services is a flexible, interdisciplinary program to develop skills in interpersonal relations, including interviewing, counseling, and community service.

Humboldt State University
Arcata, California 95521
(707-826-3011)

III. A.B. degree in Social Welfare. Contact: Kathryn Corbett, Coordinator, Social Welfare Program

IV. Proposal awaiting legislative approval for a plan whereby all tuition costs, admission requirements, and events fees be waived for enrolled senior citizens.

COLORADO

Metropolitan State College
250 West 14th Avenue
Denver, Colorado 80204
(303-292-5190)

I. Offers special programs off-campus.

II. Musicgenarians--a program where music students perform for senior citizens centers and groups. Contact: Dr. Gerald McCollum, Chairperson, Department of Music; Ms. Marilyn Walsh, Student Coordinator.

Center for Human Effectiveness/Friendly Visitor--students visit senior citizen weekly and assist in meeting day-to-day needs. Contact: Ms. Heather Gillingham.

Center for Human Effectiveness/Senior's Community Outreach Programs--students assist with the operation of a Senior Citizens Center in downtown Denver. Contact: Ms. Janet Malloy; Rev. Mason Willis.

IV. Gerontology courses will be offered in the near future in the Departments of Psychology and Sociology; a specialization in this area will be offered by the Center for Urban Affairs in cooperation with other departments.

Southern Colorado State College
2200 Bonfort Blvd.
Pueblo, Colorado 81001
(303-549-2242)

I. Reduces tuition/offers special programs off-campus.

Campus facilities accessible to handicapped and disabled.

II. Retirement Years is a series of 13 videotaped TV programs produced by Southern Colorado State College and Republic National Bank. Contact: Dr. James Barrett, Emeritus Professor.

III. In-service Workshop for Senior Citizens Resource Development Agency presents sight seminars for the professional and paraprofessional staff of the Senior Citizens Resource Development Agency which brings together college personnel and field practitioners. Contact: James B. Kashnew, Ph.D., Chairman, Associate Professor, Department of Sociology-Anthropology.

IV. Southern Colorado Gerontological Institute, developed by Southern Colorado State College, provides the mechanism for drawing together professionals interested in the aging process for formal courses instituted within the curriculum and provides the mechanism through which both instructional and research activities are carried on.

Western State College of Colorado
Gunnison, Colorado 81230
(303-943-0230)

I. Waives tuition for auditing courses/waives admission fees to events.

Minimum age for qualification: 60.

IV. Western State College is cooperating with Friendship House (Adult Day Care Center) to provide weekly programs for the center during the coming year.

CONNECTICUT

Central Connecticut State College
1615 Stanley Street
New Britain, Connecticut 06050
(203-225-7481--ext. 305)

I. Modifies tuition.

Campus facilities accessible to the handicapped and disabled.

Minimum age for qualification: 62.

III. Psychology of Adulthood (3 hrs.) offers a study of behavior, dynamics, and development processes from early adulthood through old age and death.

Problems of Aging (1 hr.) includes such topics as life cycle; the biological, psychological, and sociological aspects of aging; problems of aging, e.g., developmental, psycho-pathological, including neurosis, the etiology, symptoms, and available help for the aged. Contact: Dr. Earl W. Bihlmeyer, Chairman, Psychology Department.

IV. Establishment of Ad Hoc Interdisciplinary Committee on Gerontology resulting in Gerontology Workshop for Senior Center Administration and Programming, cosponsored by the Central Connecticut State College and the Connecticut Department of Aging.

Southern Connecticut State College
New Haven, Connecticut 06515
(203-397-2101)

I. Waives tuition.

Minimum age for qualification: 62.

IV. Development is under way on a bachelor's program in general studies that will hopefully appeal to older persons.

DISTRICT OF COLUMBIA

Federal City College (Institute of Gerontology-School of Continuing Education)
1343 H Street, N.W.
Washington, D.C. 20005
(202-727-2778)

I. Reduces tuition/modifies admission requirements/offers special program off-campus.

II. Education for Older Persons are four extension education courses for older persons dealing with the following topics: How to Keep Well in Later Life, Planning Retirement, Legal Rights of Older People, and Consumer Protection.

Licensing of Extended Care Facilities assists current and prospective operators to meet standards for operating adequate homes.

Short courses are designed and given for recreation workers, mental health workers, RSVP volunteers, etc., on various aspects of dying.

III. Offers B.A. and A.A. in Social Welfare with certificate in gerontology. Contact: Calvin Fields, Director, Institute of Gerontology.

Offers M.A. in Adult Education with certificate in gerontology. Contact: Blanche Seymour, Ph.D., Assistant Director for Curriculum, Institute on Gerontology.

Other courses offered in gerontology:
Life Cycle I, II, III.
Nursing Care of the Elderly.
*Aging: Creation or Deterioration.
*Myth and Reality of Aging.
*Structuring the Environment for the Elderly.
*Developing a Therapeutic Community for the Elderly.
Practicum I-Community Services to the Elderly
Practicum II-Concepts of Work and Leisure
Practicum III-Program and Administrative Planning.
Organization and Administration in Aging.
Special Problems of the Black Elderly.
Aging in Other Cultures.

Legal Aspects of Administration in Aging.
Counseling the Aged.
Thanatology.

*Short courses and workshops, usually held on sites other than in classrooms.

IV. The Institute gives technical assistance and consultation to the community on problems, program, and services to the elderly.

FLORIDA

Florida International University
Tamiami Trail
Miami, Florida 33144
(303-223-2300)

I. Waives tuition/modifies admission requirements/waives fees to events/offers special programs off-campus.

Campus facilities accessible to handicapped and disabled.

Mobile education units to reach those incapable of leaving their homes; complete university directory in Braille.

II. Programming for the Aging acquaints people to the processes of working with the elderly: the psychology, sociology, and physiology of aging and how these areas affect the elderly. Contact: Dr. Michael Kabasky, Coordinator.

Senior Adult Seminar was to inform senior adults of the role of an urban university and the part it can and should play in the continuing activities of adults. Contact: Dr. Michael Kabasky.

Silk Screening Course is an ongoing course started to teach elderly Spanish-speaking people manual arts that would be useful. Contact: Ms. LiLia Winslow, Coordinator.

Pre-retirement and Retirement Counseling offers information on adjustments which are to be made for retirement; other possibilities after retirement; special motivation and sensitivity courses.

III. Process of Aging gives historical overview; conditions associated with aging and how to cope with them, what services available, personnel needed to deal with elderly, nutrition for the aged, etc. Contact: Supervisor or Director, Geriatric Unit.

IV. Some members of the faculty from the university's Health Sciences department are teaching nutrition and health-related studies at the Wynwood Community Center to elderly Puerto Ricans.

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Florida Technological University
Box 25000
Orlando, Florida 32816
(305-275-9101)

I. Facilities accessible to handicapped and disabled.

II. INVEST is a project which provides part-time or voluntary activity for older citizens to assist in resolving temporary manpower or social service needs in the area. Contact: Dr. Ronald A. Newell, Director of Continuing Education.

The University of West Florida
Pensacola, Florida 32504
(904-476-9500)

I. Campus facilities accessible for handicapped and disabled.

III. B.A. degree in social welfare includes course work in Special Problems of Aging. Contact: Dr. Lester Sielski, Chairman, Faculty of Social Welfare.

IV. Office of Continuing Education keeps contact with social-civic agencies and State Department of Health Rehabilitation Services to identify current educational needs.

GEORGIA

Armstrong State College
11935 Abercorn Expressway
Savannah, Georgia 31406
(912-925-4200)

II. A special program, "Operation Return," is carried out annually to encourage women between the ages of 30-60 to enter college for the purpose of finishing a degree, retraining, beginning a degree or upgrading. Contact: Dean Anderson, Dean of Continuing Education.

Augusta College
Augusta, Georgia 30904
(404-733-2234, ext. 301 or 302)

I. Modifies admission requirements.

Campus facilities accessible for handicapped and disabled.

III. Offers course, Developmental Psychology, focusing on maturity and old age; Department of Nursing includes section on geriatric patient.

Columbus College
Columbus, Georgia 31907
(404-561-5134)

I. Campus facilities accessible to handicapped and disabled.

II. Programs offered:

Adult Development and Aging is a course for community leaders covering problems of the aged, their needs, role in the community and its agencies. Contact: Dr. Franklin M. Berry.

Seminar on Retirement Programming for personnel directors, ministers, educators, etc., covers information dealing with developing and operating retirement programs. Contact: Mr. Richard K. Buchanan.

Nursing Home Activity Workshop for nursing home directors and employees emphasizes patient activity programming. Contact: Mr. Richard K. Buchanan.

Adult Development and Aging covers the physical, economic, emotional, and other considerations attendant to one's latter years; developed for those who work with the elderly in any capacity. Contact: Mr. Richard Buchanan.

Other programs offered by Columbus College of interest to the elderly are: Low Cholesterol Diet, Cardiovascular Resuscitation, and Diabetes Considerations.

Offers the following planned programs:

On Death and Dying is a course for workers with terminally ill patients aimed at assisting the worker to understand his/her own feelings of grief and guilt, etc. Contact: Mr. Richard Buchanan.

Geneology Workshop, cosponsored by the DAR, is for elderly people interested in tracing their family lines. Contact: Mr. Richard Buchanan.

IV. Improving the Competence of Personnel Who Work with the Poor and the Elderly (in planning stage) provides social workers, teachers, hospital workers, etc., with knowledge of how to better communicate with the poor and elderly by improving their knowledge and skills in consumer education, the theories and principles of working with the target groups, and to assist the target audience directly by helping with understanding of family needs. Contact: Mr. J. Doug Chambers.

The Church and Its Role in the Community (in planning stage) to develop a working relationship between the Church and its Community. Contact: Mr. J. Doug Chambers.

Budgeting the Family Income (in planning stage) is to assist families in utilizing their monthly incomes to better satisfy basic family needs. This course is especially designed for those who receive incomes from (a) Social Security, (b) Family and Children's Services, and (c) unemployment benefits, etc. Contact: Mr. J. Doug Chambers.

Adult Counseling (in planning stage) is intended to create understanding of the uniqueness of adults and their concerns by all those who counsel adults. Contact: Mr. Richard Buchanan.

Georgia Southern College
Box 8124
Statesboro, Georgia 30458
(912-764-6611, ext. 551)

II. Offers senior citizen workshops and short courses on aging and dying.

Valdosta State College
1500 North Patterson
Valdosta, Georgia 31601
(912-244-6340)

I. Campus facilities accessible for handicapped and disabled.

II. Offers Pre-retirement Workshops for the industrial plants and agencies in the area covering all aspects of preparation needed prior to retirement. Participants are to be within 10 years of retirement. Conferences held dealing with the sociological, psychological, and financial aspects of aging. Contact: Dr. Thomas W. Gandy, Director of Public Services.

III. Pre-retirement Workshops (described in II) are held for personnel directors and workers with the aging where, upon completion, certificates are awarded.

Nursing Care for the Aging is a course offering nurses in the region instruction dealing with specific health care needs of older persons. Contact: Mrs. Virginia Harmeyer, Director of Nursing.

IV. Gives assistance to the Economic Opportunity Agency, Senior Citizens Unit, and with the Neighborhood Service Centers; provides programs for the AARP. A booklet in which agencies are described has also been prepared.

West Georgia College
Carrollton, Georgia 30117
(404-834-4411)

II. Adult Development and Aging focuses on the various states of old age.

III. Sociology of Aging is an introduction to gerontology as an interdisciplinary area of study with emphasis on sociological concepts of aging.

IV. Department of Continuing Education attempts to develop institutes and short courses as interest is obtained; for example, a recent program was conducted on Death and Dying.

IDAHO

Lewis-Clark State College
Lewiston, Idaho 83501
(208-746-2341)

I. Reduces tuition/modifies admission requirements/reduces admission fees to events/offers special programs off-campus.

Campus facilities accessible to handicapped and disabled.

Minimum age for qualification: 60.

IV. Programs relating to retirement and pre-retirement are in the planning stage. Contact: Lee A. Vickers.

ILLINOIS

Northeastern Illinois University
Bryn Mawr at St. Louis Avenue
Chicago, Illinois 60625
(312-581-4050)

I. Modifies admission requirements.

Campus facilities accessible to the handicapped and disabled.

II. Board of Governors B.S. Program provides a very flexible framework for completing degree requirements by working adults.

Northern Illinois University
DeKalb, Illinois 60115
(815-753-1000)

I. Campus facilities accessible to handicapped and disabled.

II. University Counseling Center provides counseling services on a wide range of issues including retirement and family relations. Contact: Robert Nejedlo.

III. Graduate Studies Program in Adult Continuing Education (M.A., C.A.S., Ed.D.) includes such courses as Adult Learning: Maturity through Old Age. Contact: Robert Mason, Adult Continuing Education.

Nursing, B.S., includes concepts related to aging. Contact: Beverly LaBelle, Assistant Professor, Department of Nursing.

Home Economics majors in family relations or family services incorporate course work dealing with aging. Contact: Catherine Rockwood, Professor.

A course in Gerontology is offered in the Sociology Department to acquaint students with the social problems of the aged and aging. Contact: Roth Cavan, Adjunct, Professor of Sociology.

IV. An M.A. in Nursing program in geriatric nursing is in the planning stages.

The Educational Resources Information Center-Clearinghouse in Career Education is housed at NIU and covers problems related to older people and the aging process in such core areas as career and human development through the retirement period, life roles, informal and formal educational practice and educational policy. Contact: David Tiedeman, Director.

Sangamon State University
Springfield, Illinois 62703
(217-786-6000)

I. Modifies admission requirements.

III. Offers Gerontology (specialization within B.A. or M.A. program) and Summer Institute on Aging and Dying. Contact: Dr. Gari Lesnoff-Caravaglia, Chairperson, Gerontology Committee.

IV. Task force studying a bill before the University Assembly, "Request to the Board of Regents to Eliminate Tuition and Fees for Persons 65 Years of Age and Older."

Western Illinois University
900 West Adams Street
Macomb, Illinois 61455
(309-295-1414)

II. Offers these courses for elderly in Continuing Education program:

Coping with Change from a Psychological Aspect gives participants the chance to share concerns and explore possible solutions to the constant change they face in the world.

Coping with Change from a Philosophical Aspect focuses on personal and social changes in living.

Foods and Nutrition, Particularly for the Senior Citizen discusses changing life styles and how they affect eating habits.

Contact for the above courses: June A. Tanckhoff, Director of Non-credit Conferences and Workshops, Continuing Education.

Women at the Crossroads-The Mature Women Alone is a workshop covering topics such as Building the New Life, Insurance, Investing for Income, Stretching Your Dollars, Developing New Goals and Interests, Community Services, Traveling on a Budget, and Car Repairs. Contact: Elizabeth A. Kaspar, Assistant to the Dean, Continuing Education.

Project Self involves older women in better understanding their changing family role in today's world. Contact: Elizabeth A. Kaspar, Assistant to the Dean, Continuing Education.

INDIANA

Ball State University
Muncie, Indiana 47306
(317-289-1241)

I. Reduces tuition/modifies admission requirements/reduces admission fees to events/offers special programs off-campus.

Facilities accessible to handicapped and disabled.

Minimum age for qualification: 60.

II. Pre-retirement Planning consists of ten meetings. Contact: Dr. H. Mason Atwood, Associate Professor, Adult and Community Education.

Teacher Education Program on Aging involves elementary and secondary teachers who study the aging process and determine ways and means of inserting this content into their school curricula. Contact: Dr. H. Mason Atwood.

III. Minor in Gerontology in both undergraduate and graduate program. Contact: Dr. John R. Craddock, Director, Institute on Gerontology.

M.A., Adult Education emphasizes working with the older adult. Contact: Dr. John R. Craddock, Director, Adult and Community Education.

IV. Kilpatrick Memorial Workshop on Aging services professionals and older persons from Kentucky, Indiana, Ohio, Illinois, and Michigan.

IOWA

University of Northern Iowa
Cedar Falls, Iowa 50613
(319-273-2311)

I. Reduces tuition/offers special programs off-campus.

II. Mature Students Organization meets to share educational experiences and hear special speakers on topics related to older students. Contact: Ms. Jo Ann Cummings, Assistant Dean of Students.

General Studies Major for persons already established in a profession wishing to broaden their experience in liberal higher education. Contact: Dr. Edward Amend, Director of Individual Studies.

III. Individual study projects at local homes for the aged usually done by social work majors. Contact: Dr. Edward Amend, Director of Individual Studies.

IV. Individual Studies Board is exploring possibility of multi-generational center.

KANSAS

Kansas State College of Pittsburg
Pittsburg, Kansas 66762
(316-231-7000)

I. Reduces tuition/modifies admission requirements.

II. Planned Education Program for the Aged (Project PEP) includes provision for pre-retirement education, personal development, and income supplementation; offers greater flexibility in format and subject matter than standard campus and continuing education programs. Contact: Dr. Clifford Long, Director, Continuing Education; Dr. Dale Frihard, Professor of Sociology.

IV. Initial steps being taken to adapt pre-service and in-service gerontological training programs in such professional fields as social work, education, nursing, and counseling.

KENTUCKY

Eastern Kentucky University
Richmond, Kentucky 40475
(606-622-2101)

I. W. F. O'Donnell scholarship covers registration fees for individuals over 65 years of age.

Morehead State University
Morehead, Kentucky 40351
(606-783-2221)

I. Waives tuition/modifies admission requirements/waives admission fees to events.

Minimum age for qualification: 65.

III. M.A. in Adult and Continuing Education. Contact: Dr. Harold Rose.

Murray State University
Murray, Kentucky 42071
(502-762-3741)

I. Reduces tuition/modifies admission requirements.

Campus facilities accessible to the handicapped and disabled.

Minimum age for qualification: 65.

III. Nursing Home Administrators Seminar. Contact: John Fortin

IV. Adult Basic Education.
Life and Learning Committee Service Program.

Northern Kentucky State College
Highland Heights, Kentucky 41076
(606-781-2600)

I. Waives tuition/waives admission requirements/reduces fees to events/offers off-campus programs.

Campus facilities accessible to handicapped and disabled.

Minimum age for qualification: 65.

II. Social Sciences Department conducts regularly scheduled discussion and lecture classes for senior citizens. Contact: Dr. Jeffrey Williams, Associate Professor of Social Sciences.

Open Forum for Senior Citizens of the Northern Kentucky area holds four weekly meetings enabling senior citizens to describe their needs to area legislators. Contact: Dr. Harold Lew Wallace, Chairman, Department of Social Sciences.

LOUISIANA

Southeastern Louisiana University
P.O. Box 784
University Station
Hammond, Louisiana 70401
(504-549-2280)

IV. Southeastern Louisiana University is presently organizing a Division of Continuing Education and is discussing the possibility of offering special courses for the aged and in reference to aging with the Louisiana State Association of Retired Teachers and the Louisiana State Council for the Aging.

University of Southwestern Louisiana
Lafayette, Louisiana 70501
(318-233-3850)

I. Campus facilities accessible to the handicapped and disabled.

IV. Interdepartmental Committee on Gerontology hopes to be active during this academic year with seminars and other meetings.

MAINE

University of Maine at Fort Kent
Fort Kent, Maine
(207-994-3162)

I. Reduces tuition/modifies admission requirements/reduces admission fees to events.

Offers special programs off-campus for older persons.

Campus facilities accessible to the handicapped and disabled.

Minimum age for qualification: 65.

III. Geriatric Aide training program lasting 22 weeks with certificate awarded upon completion; team approach, on-site training in "Security Homes" plus internship. Contact: Barbara Spath, Director of Counseling and Testing.

University of Maine at Machias
Machias, Maine 04654
(207-255-3313)

I. Waives tuition/modifies admission requirements.

Minimum age for qualification: 65.

University of Maine at Presque Isle
Presque Isle, Maine 04769
(207-764-0311)

I. Waives tuition/modifies admission requirements.

Minimum age of qualification: 65.

MARYLAND

Frostburg State College
Frostburg, Maryland 21532
(301-689-4111)

I. Waives tuition (space available basis).

Minimum age for qualification: 65.

St. Mary's College of Maryland
St. Mary's City, Maryland 20686
(301-994-1600)

I. Waives tuition*/modifies admission requirements.
(*To be presented to Board of Trustees for approval October 1974.)

Salisbury State College
Salisbury, Maryland 21801
(301-543-3261)

I. Reduces tuition/modifies admission requirements/offers special programs off-campus.

Campus facilities accessible to the handicapped or disabled.

Minimum age for qualification: 60 (retired with chief source of income derived from retirement benefits).

III. Experimental Sociology--deals with technical skills needed by paraprofessionals working with the aged. Contact: Dr. John Shope, Chairman, Sociology Department.

Offers Sociology 499 (3 hrs.) to professionals, paraprofessionals, and elderly as preparation for senior centers. Course is adjunct to the maintenance of the aged in the community programs.

Towson State College
Baltimore, Maryland 21204
(303-823-7500)

I. Waives tuition/modifies admission requirements.

Campus facilities accessible to handicapped and disabled.

Minimum age for qualification: 65.

III. All relevant programs, especially in the Allied Health area, cover topics in gerontology, social welfare, adult education/emphasizing care for older persons.

MASSACHUSETTS

Southeastern Massachusetts University
North Dartmouth, Massachusetts 02747
(612-997-9321)

I. Reduces dues to events/offers special programs off-campus.

Campus facilities accessible for handicapped and disabled.

III. Community Health Nursing: A Look at Needs, Problems, and Resources is a program to enhance the nurse's understanding of diverse and evolving community health programs, to provide an opportunity for the nurse to refine the skills utilized in the nursing process, and to identify preventive supervision and anticipatory guidance as important elements of community health nursing. Contact: Sr. Madeleine Clemence Vaillot, Dean, College of Nursing.

Continuing Education for Aides Involved in the Care of the Aged assists the participants to become more effective in their work by increasing their basic knowledge and skill in giving health care in a way that is supportive to the aged. Contact: Maureen Flaherty, College of Nursing.

Continuing Education for Nurses Involved in the Care of the Aged is a program to increase the nurse's knowledge of management principles and her ability to utilize them in directing the care of aged persons in long-term facility. Contact: Maureen Flaherty, College of Nursing.

Institute of Health and Long Life is a two-day program to consider new directions, programs, and services for improving the quality of life for the elderly population in Southeastern Massachusetts. Contact: Dr. Robert Lewis, Director of Continuing Studies and Special Programs.

Westfield State College
Westfield, Massachusetts 01085
(413-568-3311)

I. Reduces tuition/modifies admission requirements/reduces fees to events.

Minimum age for qualification: 60.

MICHIGAN

Lake Superior State College
Sault Ste. Marie, Michigan 49783
(906-632-6841)

I. Campus facilities accessible to handicapped and disabled.

III. Nursing Home Management is being offered to registered nurses.

Northern Michigan University
Marquette, Michigan 49855
(517-227-3450)

I. Waives tuition/waives admission requirements/waives fees to events/offers special programs off-campus.

Campus facilities accessible for handicapped and disabled.

Minimum age for qualification: 65.

II. Senior Citizen Meal Program provides low-cost meals to Marquette senior citizens once a week in the student dining hall.

Saginaw Valley State College
University Center, Michigan 48710
(517-793-9800)

I. Reduces tuition/modifies admission requirements/offers special programs off-campus.

Campus facilities accessible to handicapped and disabled.

Minimum age for qualification: 60.

II. Chrysallis Center for the Development of Human Potential offers pre-retirement and retirement counseling and testing. Contact: Rosella Collamer, Project Director.

III. Major in Psychology: Human Services Concentration is for students who will be working in psychological settings whether it be in social welfare, in gerontology, or allied health care for older persons. Contact: Dr. Margaret Cappone, Chairperson in Psychology.

IV. Presently working on a Title I grant for innovative special programs for elderly citizens. Contact: John Broadfoot, Director of Continuing Education.

Western Michigan University
Kalamazoo, Michigan 49001
(616-383-1600)

I. Reduces tuition/modifies admission requirements.

Campus facilities accessible to handicapped and disabled.

Minimum age for qualification: 62.

III. A minor in gerontology on undergraduate level has been approved; implementation pending; offers following courses:

Gerontology (2 hrs.) offers an overview of the characteristics, circumstances, and needs of the aging population and explores the types of services available.

Introduction to Social Gerontology (3 hrs.) explores the social, psychological, economic, and physical aspects of aging.

Sociology of Aging (3 hrs.) examines the process of aging in American society.

Problem Solving in Gerontology gives attention to problem identification, analysis, and differential approaches to intervention.

Marriage and Family in Maturity (3 hrs) studies marital and family interaction in middle and later years.

Growth, Development and Aging (3 hrs.) covers physical, mental, emotional, and social patterns of growth, development, and aging.

Communication Problems of the Aged (3 hrs.) is designated to acquaint the student with receptive and expressive communication problems common to older adults.

Aphasia in Adults (3 hrs.) deals comprehensively with identification and treatment of communication problems in adult aphasic individuals.

Recreation for the Aging (2 hrs.) gives an overview of aging especially as it relates to leisure pursuits and organized recreation.

Contact: Dr. Ellen Robin, Assistant Professor of Sociology, and Leonard Gernant, Dean of Academic Services.

IV. For 1974-75, WMU has been designated as a special training center, in cooperation with the Michigan Office of Services to the Aging and the Institute of Gerontology, University of Michigan-Wayne State University.

MINNESOTA

Mankato State College
South 5th and Jackson
Mankato, Minnesota 56001
(507-389-2463)

I. Modifies admission requirements/offers special program off-campus.

Campus facilities accessible to handicapped and disabled.

II. Mankato State College Mini-Course Program offers programs to meet expressed or expected needs of senior citizens. Contact: Dr. Joe Holland, Assistant Director of Institutional Research.

Extended Campus Programs are directed to the mature clientele who cannot attend college full- or part-time at the main campus. Contact: Dr. Harold Fitterer, Dean Community Programs and Services.

III. Major in Recreation, Therapeutic Track, requires course work on needs of the aged and offers opportunities to intern with senior citizen groups. Contact: Donald Buchanan, Re.D., Chairman, Recreation and Park Administration.

IV. Approximately 40 faculty members volunteer to share their talents with groups of senior citizens in the MSC service area by providing lectures at the request of these groups.

Sociology Department is developing course work on problems of the older citizen.

Minnesota Metropolitan State College
LL90 Metro Square
7th and Robert
St. Paul, Minnesota 55101
(612-296-3875)

I. Reduces tuition/modifies admission requirements.

Winona State College
Winona, Minnesota 55987
(507-457-2110)

I. Offers special programs off-campus.

Campus facilities accessible to the handicapped and disabled.

II. Pre-retirement classes and workshops available in the continuing education programs. Contact: Dr. Emalou Roth, Associate Director for Continuing Education.

External Studies programs enable adults to complete degree by nontraditional means. Contact: Mr. Duane Petersen, Director of External Studies Program.

MISSISSIPPI

Delta State College
Cleveland, Mississippi 38732

III. B.A. Social Work entails courses which contain some involvement with older persons. Contact: Ms. June Allen, Assistant Professor.

IV. Attempts are being made to meet some in-service training needs of agencies providing services to older persons including efforts to involve participation in workshops and opening classes to community people who are employed by social agencies.

Jackson State College
Jackson, Mississippi 39217
(601-948-8533)

I. Reduces tuition.

III. Social Work Program (B.A., M.A.) in Sociology; eight hours in gerontology are required. Contact: Dr. David C. Bass, Department of Sociology.

Mississippi University for Women
Columbua, Mississippi 39701
(601-328-4760)

I. Modifies admission requirements.

MISSOURI

Missouri Western State College
4525 Downs Drive
St. Josephs, Missouri 64507
(816-233-7192)

I. Modifies admission requirements.

Campus facilities accessible for handicapped and disabled.

III. Bachelor of Social Work and Bachelor of Arts, Major in Social Work, include courses with topics involving gerontology. Contact: Gordon Monk, ACSW, Coordinator of Social Work Program.

Northeast Missouri State University
Kirksville, Missouri 63501
(816-665-5121)

I. Campus facilities accessible for disabled and handicapped.

Offers campus agencies dealing with aging.

Minimum age for qualification: 60.

IV. Northeast Missouri Institute of Gerontology (proposed for 1975) will offer pre-retirement planning and retirement adjustment facilities. Contact: Leonard M. Witt, Director.

MONTANA

Eastern Montana College
Billings, Montana 59101
(406-657-2011)

I. Reduces tuition/modifies admission requirements.

Campus facilities accessible to handicapped and disabled.

Minimum age for qualification: 62.

Northern Montana College
Havre, Montana 59501
(406-265-7821)

I. Reduces tuition.

Minimum age for qualification: 62.

Western Montana College
Dillon, Montana 59725
(406-683-7251)

I. Waives tuition/modifies admission requirements/modifies admission fees to events.

Campus facilities accessible to the handicapped and disabled.

Minimum age for qualification: 65.

NEBRASKA

Chadron State College
Chadron, Nebraska
(308-432-4451)

I. Waives tuition/modifies admission requirements.

Minimum age for qualification: 60.

The University of Nebraska at Omaha
60th and Dodge
Omaha, Nebraska 68131
(402-544-2272)

I. Offers special programs off-campus.

Minimum age for qualification: 50.

II. Senior Citizens' Community-Wide Programs offers courses specifically designed for older persons. Contact: Bruce Horacek, Community Service Associate.

Senior Citizens' Celebration Days: A Festival of Education and the Arts provides an opportunity for older persons to come to the University of Nebraska at Omaha for three days and participate in education mini-courses, art exhibits, music performances, and films. Contact: Bruce Horacek, Community Service Associate.

III. Specialization in Gerontology is not a degree-granting program but is viewed as a multidisciplinary specialty which can supplement an undergraduate or professional degree. Contact: David Peterson, Ph.D., Director of Gerontology Program.

Preceptor Training Program for Nursing Home Administrators who are involved in the training of future Administrators. Contact: Shirley Waskel, Community Service Associate.

NEW HAMPSHIRE

Plymouth State College
Plymouth, New Hampshire 03264
(603-536-1550)

I. Reduces tuition.

Minimum age for qualification: 65.

NEW JERSEY

College of Medicine and Dentistry of New Jersey
100 Bergen Street
Newark, New Jersey 07103
(201-877-4300)

I. Provides dental care and denture work for elderly patients in city-operated Health Care Programs and health care services for the Newark Elderly Day Care Center.

Kean College of New Jersey
Morris Avenue
Union, New Jersey 07083
(201-527-2163)

I. Modifies admission requirements/offers special programs off-campus.

Campus facilities accessible for the handicapped and disabled.

II. Offers pre-retirement planning package. Contact: John H. Leffler, Administrator.

Legislation for Senior Citizens. Contact: Marion L. Parsons, Director, Office of Summer Session and Special Programs.

Montclair State College
Upper Montclair, New Jersey 07043

I. Offers special programs off-campus.

Campus facilities accessible to the handicapped and disabled.

II. Education for Aging Resource Center provides technical assistance, program monitoring functions, evaluation and replication capabilities for the five model community programs serving older adults in New Jersey. The Center provides a centralized education resource and service center to practitioners and researchers in the field of education for the aging. It offers a seven-day residential adult continuing education program to inform participants about man in society, explore with them some of the questions and issues facing them in their communities and encourage them to become engaged or continue being involved in adult continuing education. The Center is sponsoring a fall series "Aging in America." Contact: Dr. Bernard Gresh, Coordinator.

Pre-retirement Planning: Education Model Services will design, develop, implement, and disseminate throughout New Jersey a set of replicable pre-retirement model learning experiences and counseling service "packages." Contact: Dr. Richard Taubald, Coordinator.

Model Project: Coordinating College and Community Resources for Older Americans is to develop a demonstrable model program that can be implemented for replication throughout the country with the function of coordinating college and community resources to better serve the older adult population. Contact: Dr. Russell R. Claeys, Coordinator.

III. Teacher Education: The Aging Process and Its Implications for Teachers of Older Adults recognizes the need for more realistic and functional education instruction for older adults, this project will develop a replicable model for teachers, seeking to make teachers more aware of the components that affect the successful teaching of the older adult. Content will include the psychological, sociological, physiological, and economic aspects of the aging process. Workshops will be conducted in various locations throughout the state. Contact: Ms. Suzanne Fletcherm, Director, Community Education Development Center.

The following courses offer students understanding of the needs of older persons:

Psycho-social Aspects of Aging--Dr. Jane Krumacher.
Social Challenge of Aging--Dr. Steven Lubin.
Nutrition.
The Family: Contemporary Needs and Issues.
Community Nutrition.
Teaching of Home Economics.
Money Management.

IV. Second Career Program is to help adults resume or begin college work by providing special counseling, advance placement opportunities, and reentry seminar. Contact: Kay Andres.

Stockton State College
Pomona, New Jersey 08240

I. Campus facilities accessible to the handicapped and disabled.

III. Social Work program is generic in nature, discussing problems of the elderly and the aging process in various courses offered.

IV. A research program on the Politics of Aging is being launched by three of Stockton's Political Science faculty investigating the influence of our large senior citizen population on the politics of the local areas. Contact: Dr. Maria Falco, Dr. John Richert, or Dr. Alan Arcuri.

The faculty of Social and Behavioral Sciences plans to hire a sociologist specializing in Gerontology in the fall 1975.

Trenton State College
Trenton, New Jersey 08625
(609-711-2121)

IV. The following proposal submitted by the TSC Division of Continuing Education has been approved by the Office of Aging and will be conducted at Trenton State College:

College Discovery Institute for Retired Senior Citizens intends to provide a specialized two-week live-in learning and recreation program coordinating available state college educational resources and the services of local governmental agencies on all levels. Some topics proposed for presentation are: health maintenance, Medicare/Social Security, money management, nutrition and food buying, practical law, volunteer opportunities for senior citizens, psychological preparedness for life phase changing, and others.

NEW YORK

Empire State College of the State University of New York
2 Union Avenue
Saratoga Springs, New York 12866
(518-587-2100)

I. Facilities accessible to the handicapped and disabled.

Flexible curriculum and requirements due to the fact that it is a university without a campus.

Queens College (City University of New York)
Flushing, New York 11367
(212-520-7320)

I. Reduces tuition.

Campus facilities accessible to the handicapped and disabled.

Minimum age for qualification: 65.

State University of New York College at Brockport
Brockport, New York 14420
(716-395-2211)

I. Reduces tuition/modifies admission requirements.

Campus facilities accessible to the handicapped and disabled.

Provides comprehensive counseling, advisement, and on-campus housing.

II. Mature Adult Program offers a program for persons with or without a high school diploma on changing careers, occupations, or developing a full retirement life-style. Contact: Patricia Nassar, Counselor.

III. Bachelor of Arts in Liberal Studies is designed for persons beyond the traditional college age. Contact: L. D. Johnston, Director of Continuing Education.

State University of New York College at Fredonia
Fredonia, New York 14063
(716-673-3111)

I. Waives tuition fee for auditing/modifies admission requirements.

Campus facilities accessible to the handicapped and disabled.

II. Seminar on Vital Topics for the Elderly includes Social Security, Hearing Conservation, Estate Planning, Consumer Economics, Nutrition, Interpersonal Communication, Legislative Measures, and Community Resources.

IV. Hope to launch an interdisciplinary program with a focus on aging at the undergraduate level and to offer one or two graduate courses in Adult Education. Working and planning with the County Cooperative Extension Service, County Task Force on Aging, and Advisory Board of the County Office of Aging. Contact: Joseph Totaro, Professor of Education.

State University of New York College at Geneseo
Geneseo, New York
(716-245-5536)

I. Waives tuition/waives admission requirements.

Minimum age for qualification: 65.

IV. Retirement counseling programs will be offered during 1974-75. Consideration is being given to development of weekend college program for older persons.

State University of New York College at Oswego
Oswego, New York 13126
(315-341-2500)

I. Waives tuition for audits/modifies admission requirements/offers special programs off-campus.

Campus facilities accessible to the handicapped and disabled.

Minimum age for qualification: 60.

II. Retired Seniors Volunteer Program is ACTION's RSVP program for senior citizens and is sponsored by SUNY-Oswego. Contact: Gloria Finley, Director, RSVP Program, Continuing Education Office.

State University of New York College at Potsdam
Potsdam, New York 13676
(315-268-2700)

I. Facilities accessible for the handicapped and disabled.

III. Conference on Death and Dying for nursing home personnel. Contact: Robert Johnson.

IV. Developing procedure for course auditing free for those over 60.

State University of New York College at Purchase
Purchase, New York 10577
(914-253-5010)

I. Reduces tuition.

Campus facilities accessible to the handicapped and disabled.

Minimum age for qualification: 60.

State University of New York College at Utica/Rome
811 Court Street
Utica, New York 13502
(315-797-3333)

I. Waives tuition/modifies admission requirements.

Minimum age for qualification: 60.

II. Social Gerontology studies the biological, psychological, and social pressures of aging and the problems connected with these processes in our society. Contact: Dean Michael Falcone.

III. Psycho-Social Care of the Elderly Workshop increases the knowledge base in psycho-social aspects of Gerontology for persons interested in the aged and to assist them in considering ways and means to upgrade the aged.

IV. The Continuing Education Division is trying to identify and meet the educational needs of the aged, professionals, paraprofessionals, and others interested in the aged.

NORTH CAROLINA

Appalachian State University
Boone, North Carolina 28608
(919-262-3040)

I. Modifies admission requirements.

Offers special programs off-campus.

II. Comprehensive Pilot Demonstration Project for the Aging (1) provides training and work opportunities for senior citizens as educational aides; (2) pre-retirement planning, economic and allied programs. Contact: Mr. John Holloway, Director.

IV. Offers consultative services and works cooperatively with RSVP, Watauga County Project on Aging, and Four-County Project on Aging.

East Carolina University
P.O. Box 2725
Greenville, North Carolina 27834
(919-798-6131)

I. Campus facilities accessible to the handicapped and disabled.

III. Courses and programs dealing in social welfare, allied health, and adult education relate particularly or generally to older people.

Elizabeth City State University
Elizabeth City, North Carolina 27909
(919-335-0551)

III. B.A., Sociology-Pre-Social Work is a field-based degree program requiring internships in social service and/or service oriented agencies. Contact: Dr. Melvin Murphy, Chairman, Department of Social Sciences.

IV. University Year for Action-Services for the Aged Poor is a project designed to both expand existing services for the elderly poor and initiate new services and opportunities. Problem areas given high priority are: transportation, awareness of available services, social isolation, and idleness and a sense of personal growth. Contact: Ms. Linda Neal, Project Director.

University of North Carolina at Charlotte
Charlotte, North Carolina 28223
(704-597-2000)

I. Waives admission fees to events/offers special programs off-campus.

Minimum age for qualification: 55.

II. Senior Scholars is a program to develop educational programs to meet needs or goals of senior citizens in the community.

Philosophy of Older Americans is an introductory course designed for senior citizens focusing on such subjects as friendship, death, happiness, after-life, leisure, and other philosophical issues that pertain to the aged. Contact: Dr. John Lincourt, Assistant Professor of Philosophy.

NORTH DAKOTA

Valley City State College
Valley City, North Dakota 58072
(701-845-7990)

I. Reduces admission fees to events/offers special programs off-campus.

Campus facilities accessible to the handicapped and disabled.

II. Adult education courses for those over 60 are Botanical Workshop and Shop. Tuition support is supplied from Barnes County Care for the Elderly, Inc. Botanical Workshop offers household botany information and use of the campus greenhouse. Contact: Professor Marvin Leraas. Shop deals with woodworking and leathercraft, also using the college facilities. Contact: Professor Glen Hanna.

III. Associate of Arts degree (General Studies) includes a program of Social Service.

IV. The college serves as a meals-preparation site for a Title VII (Older Americans Act) program under the direction of the Barnes County Senior Citizens Council. Contact: Samuel Rankin, Jr., Ph.D., Assistant Professor of Social Science, Chairman of the Senior Citizens Council.

OHIO

Bowling Green State University
Bowling Green, Ohio 43403
(419-372-0242)

I. Campus facilities accessible to the handicapped and disabled.

II. Workshop in Geriatrics: Nutrition consists of meal planning, purchasing and serving of food, psychological and socioeconomic factors affecting dietary problems, practices and preferences among the elderly. Contact: Dr. Jean Kincaid.

Workshop in Geriatrics: Housing deals with the aging in terms of their housing needs as they relate to their physical and emotional well-being. Evaluation of immediate housing for aging in the area. Contact: Dr. Jean Kincaid.

Workshop in Geriatrics: Social Adjustment looks at social adjustments confronting the aging and the society they come into contact with in general and specific terms. Contact: Dr. Jean Kincaid.

III. Offers following courses directly relating to the aged:

Personal and Family Relationships.
Home Management.
Foundations for Marriage and Family Relations.
Family and Consumer Economics.
Problems in Family Relationships.
Survey of Child and Family Community Services.
Geriatrics--relations of the aged to family and to community service.
Supervised Field Experience.
Nutrition.
Meal Management.
Quality Food Production and Management.
Legal and Legislative Aspects of Health Care Services Industry.

IV. Nursing Home Survey by Health Planning Association of Northwest Ohio in partial cooperation with the College of Health and Community Services at Bowling Green State University. Contact: Dr. Sam Long.

The University of Akron
Akron, Ohio 44325
(216-375-7028)

I. Modifies admission requirements/reduces fees to events/ offers off-campus programs.

Campus facilities accessible to the handicapped and disabled.

Minimum age for qualification: 60.

II. Pre-retirement Planning, a cooperative program with the Firestone Tire and Rubber Co., helps senior employees and their spouses plan financially and psychologically for retirement. Contact: Martin Kohn, Assistant Director, Special Programs.

Women: Plan for the Second Half of Your Life provides necessary guidance through exercises of introspection to find increased insight into their own potential and how to use their talents and energies. Contact: Kathryn Hunter, Coordinator, Special Programs.

Financial Planning, Estate Building, and Wills provides information in the stated areas. Contact: Cecil Dobbins, Director, Special Programs.

New View of the University Lifelong Learning Experience allows the participants to realize the university as a resource for lifelong learning and personal enrichment. Contact: John Laguardia, Assistant Director, Alumni Relations.

III. Gerontology course trains professionals for working with elderly. Contact: Cecil Dobbins, Director, Special Programs.

IV. University of Akron offers special courses through pilot programs under the Committee on Consortium Program on Gerontology (with Kent State University); plans are being formulated for projects with AARP; courses being developed with a home for the elderly; approximately 80 credit hour courses offered on the campus related to adults or assisting adult development.

OKLAHOMA

East Central State College
Ada, Oklahoma 74820
(405-332-8000)

I. Offers special programs off-campus.

Campus facilities accessible to the handicapped and disabled.

II. Transportation facility for aged.

Working Task Force on Nutrition and Recreation. Contact: Dr. Garner, Dean of Environmental Science and Health Services.

III. Concentrates on aging for Helping Services major/in-service training for professionals in working with aged. Contact: Dr. James West, Chairman, Department of Human Resources.

Southeastern Oklahoma State University
Durant, Oklahoma
(405-924-0121)

I. Modifies admission requirements.

Campus facilities accessible to the handicapped and disabled.

Minimum age for qualification: 40.

Southwestern Oklahoma State University
Weatherford, Oklahoma 73096
(405-772-6611)

I. Modifies admission requirements/reduces admission to events/offers special programs off-campus.

II. Adult Education consists of courses designed for better use of leisure time, general information on Social Security, estate planning, and skills for supplementing income. Contact: Dr. Ted Guffy, Public Service Office.

OREGON

Portland State University
P.O. Box 751
Portland, Oregon 97207
(503-229-3952)

I. Reduces tuition/modifies admission requirements/reduces admission fees to events/offers special programs off-campus.

Campus facilities accessible to the handicapped and disabled.

Minimum age for qualification: 65.

II. Retired Persons Association meets twice monthly; develops its own courses and activities. Contact: Bill McCleave, President.

League of Older Students brings older students together to help "new" older students in registration and other procedures. Contact: Shirley Rackner, Student Coordinator.

Generation III is a public service television program in cooperation with KATU-Channel 2. Programming includes calendar of events, news items, information features, and entertainment by older persons. Contact: Dr. John O'Brien, Director, and Laurie Inacy, Production Manager.

Adult Learning Center program is attempting to combine training, research, and service to influence existing social institutions to better meet the needs of older adults. Contact: Donald Legg, Co-Director; John O'Brien, Co-Director; Clifford Deasy, Administrator.

III. The Institute of Aging conducts training, research, and community services. The training program prepares direct service specialists, planners, policy analysts, administrators, evaluators, etc., for programs and services for older adults. Doctorate: Urban Studies; Master's-Urban Studies, and various Social Science, Speech, and Social Work. Contact: Dr. John O'Brien, Director; Dr. Leonard Cain, Associate Director for Training.

High Impact Training: Planning, Coordination, Evaluation--the Institute of Aging is working with the Oregon State Program on Aging to develop a series of training sessions statewide for staff members of area agencies on aging, nutrition projects, and other service programs. Contact: Dr. John O'Brien, Director, or S. Donna Lind, Training Specialist.

IV. Older Student Counseling provides help for older individuals with reentry problems as well as personal problems related to returning to school.

Southern Oregon College
Ashland, Oregon 97520
(503-482-2311)

I. Reduces tuition/modifies admission requirements/reduces admission fees to events.

Campus facilities accessible to the handicapped and disabled.

Minimum age for qualification: 65.

ENNSYLVANIA

Bloomsburg State College
Bloomsburg, Pennsylvania 17815
(717-389-3300)

I. Waives tuition/waives fees for events.

Minimum age for qualification: 55.

IV. Provides various programs for the Bureau for the Service to Aging and local AARP to present to senior citizens. Future plans call for establishing an institute for middle-aged and older Americans.

East Stroudsburg State College
East Stroudsburg, Pennsylvania 18301
(717-424-3539)

I. Waives admission requirements/offers special programs off-campus.

IV. The College Health Services, Counseling Services, and Educational Development Center together with the Pleasant Valley Nursing Home and Pennsylvania Department of Health and Welfare are working toward possible course selections for professionals in the geriatric field.

Edinboro State College
Edinboro, Pennsylvania 16444
(814-732-2834)

I. Modifies admission requirements/offers special programs off-campus.

Campus facilities accessible to the handicapped and disabled.

IV. Proposal for a Program for Senior Americans proposes providing information for senior Americans (55 and older) on community resources beneficial to them; assist them in maintaining personal health and a satisfactory standard of living through agencies and programs available at state, local, and federal levels; help with emotional and social development; and provide opportunity for personal enrichment.

Indiana University of Pennsylvania
Indiana, Pennsylvania
(412-357-2000)

I. Offers special programs off-campus.

II. Senior Citizens Day offers senior citizens a day on the campus for activities to make them aware of the opportunities the university has available to them. Contact: Richard Wolfe, Director of Grants and Awards.

Community-University Series is a short, non-credit course on hobbies, cultural matters, and continuing education. Contact: Dr. Roger Axford, Director of Community-University Series.

IV. Pre-proposal on assessing the needs of the elderly and training paraprofessionals for service.

Lock Haven State College
Lock Haven, Pennsylvania 17745
(717-748-5351)

I Campus facilities accessible to the handicapped and disabled.

IV. Is requesting the Pennsylvania State Board of College Presidents and the Pennsylvania State College and University Board of Directors to consider reduced or free tuition for older persons. Working with the Regional Center on Aging on a proposal. The Social Welfare program which trains professionals includes concepts and experience related to aging persons such as working with community extended-care and aged persons homes.

Millersville State College
Millersville, Pennsylvania 17551
(717-872-5411)

I. Waives tuition/waives admission requirements/waives fees to events.

Special programs offered off-campus.

Campus facilities accessible to the handicapped and disabled.

Minimum age for qualification: 65.

II. Proposes course on Counseling the Aged/Retired. Contact: Dr. Byron Showers, Chairman, Counselor Education Department, and Mr. A. J. Reese, Director, Lancaster Recreation Association.

IV. Sociology Department is developing basic course in gerontology.

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Shippensburg State College
Shippensburg, Pennsylvania 17257
(717-532-9121, ext. 361)

I. Modifies admission requirements/reduces fees to events.

Campus facilities accessible to the handicapped and disabled.

II. Mid-Career retraining program of armed services personnel who are about to retire. Contact: Dr. Willard Kerr, Dean of Graduate Studies.

III. M.S. degree in General Counseling is designed to train counselors in all types of community counseling, including old age. Contact: Dr. Richard Rhodes, Chairman, Department of Counseling.

B.S. in Social Welfare trains personnel for all areas of social welfare including gerontology. Contact: Mr. Joseph Anderson, Chairman, Department of Social Welfare.

IV. Shippensburg has been designated by the Pennsylvania State Department of Education to serve as the center for community education.

SOUTH CAROLINA

Francis Marion College
Box 7500
Florence, South Carolina 29501
(803-669-4121)

I. Reduces tuition/modifies admission requirements.

Campus facilities accessible to the handicapped and disabled.

Minimum age of qualification: 65.

Winthrop College
Oakland Avenue
Rock Hill, South Carolina 29730

I. Reduces tuition/modifies admission requirements/reduces fees to special events.

Campus facilities accessible to the handicapped and disabled.

Minimum age for qualification: 65.

II. Lifetime Magazine is a program which identifies the concerns of senior citizens. Part 1 is a film segment on these concerns and part 2 is a discussion of these problems with two professionals in the area of aging by closed circuit TV. Contact: Miriam Williford, Director.

III. Seminar of the Aging Family (3 hrs.) examines factors relating to the role and status of aging giving attention to health, retirement, income, widowhood, future prospects. Contact: Dr. Neil R. Covington.

Training Workshop (non-credit) is to develop more effective relationships between paid staff and board members of agencies or operating programs for the aging. Contact: Miriam Williford, Director.

IV. The Joynes Center for Continuing Education is the lead agency for the SSI-Alert office for the tri-county area and actively engages in training volunteers, holding programs in rural areas to publicize SSI, and contacting potential recipients. This office is supported by a grant from the South Carolina Commission on Aging. Contact: Mrs. Martha Simril, Director.

SOUTH DAKOTA

Black Hills State College
Spearfish, South Dakota 57783
(605-642-6111)

I. Reduces tuition/reduces fees for events.

Campus facilities accessible for handicapped and disabled.

Minimum age for qualification: 65.

Northern State College
Aberdeen, South Dakota 57401
(605-622-2521)

I. Reduces tuition/modifies admission requirements/reduces fees to events.

Offers special programs off-campus.

Minimum age for qualification: 65.

TENNESSEE

Austin Peay State University
Clarksville, Tennessee 37040
(901-648-7676)

I. Waives tuition fees.

Minimum age for qualification: 60.

Memphis State University
Memphis, Tennessee 38152
(901-321-0111)

I. Waives tuition/waives admission requirements/waives fees for special events.

Minimum age for qualification: 60.

II. Sits on committee sponsoring Memphis Long Life Team which prepares lectures, programs for senior citizens.

III. Adult Education. Contact: Dr. Paul Preus, Director of Higher Education.

Social Welfare. Contact: Paul Schwartz, Director.

Middle Tennessee State University
Murfreesboro, Tennessee 37130
(615-898-2300)

I. Waives tuition/waives admission requirements.

Campus facilities accessible for the handicapped and disabled.

Minimum age for qualification: 60.

II. Building a Successful Retirement Program deals with topics such as income and nutrition and is offered to MTSU employees who will retire in five years or less. Offers modified version of above course to community residents.

III. Minor specialization in Gerontology concentrates on courses applicable to Schools of Basic and Applied Science, Business and Economics, Education, Liberal Arts, Graduate and Continuing Education; the core curriculum is Sociology. Contact: Dr. James L. Ward, Professor of Sociology and Gerontology Program Coordinator.

Tennessee Technological University
Cookeville, Tennessee 38501
(615-528-3241)

I. Modifies tuition.

Minimum age for qualification: 60.

University of Tennessee at Chattanooga
Chattanooga, Tennessee 37401
(615-755-4344)

I. Reduces tuition fee/modifies admission requirements/offers special programs off-campus.

Minimum age for qualification: 60.

II. Individualized education program assists adults entering or reentering college. Contact: Dr. Jean Groezinger, Assistant Director for Continuing Education.

Offers non-credit courses including literature for senior citizens and pre-retirement seminars.

The University of Tennessee at Martin
Martin, Tennessee 38238
(901-587-7111)

I. Waives tuition.

Campus facilities accessible for the handicapped and disabled.

Minimum age for qualification: 60.

III. Conference on Aging. Contact: Dr. Stanley Williams, Chairman, Department of Sociology and Anthropology.

IV. To study regional need for a curriculum in gerontology.

The University of Tennessee at Nashville
10th and Charlotte Avenue
Nashville, Tennessee 37203
(615-254-5681)

I. Waives tuition/waives admission requirements for auditing courses.

Offers special programs off-campus.

Campus facilities accessible for handicapped and disabled.

Minimum age for qualification: 60.

II. Planning for Your Tomorrow, a ten-week retirement planning seminar. Contact: Dr. Edward Heenan, Director of the Center for the Aging at UTN, and Training Officer for Tennessee Commission on Aging (Title IV).

III. Offers gerontology courses through the Arts and Sciences in Sociology. Conducts for the state of Tennessee training programs for employees of programs on aging. Contact: Dr. Edward Heenan (see above).

IV. Center on Aging provides activities for the aged, gerontology courses with degree credit, training for personnel working with older persons. Contact: Dr. Edward Heenan (see above) and Ms. H. Falkenstein, Associate Director.

TEXAS

Midwestern University
3400 Taft Boulevard
Wichita Falls, Texas 76308
(817-692-6611)

I. Modifies admission requirements/modifies fees for continuing education courses.

IV. Working on waiver/reduction for senior citizens of tuition.

Stephen F. Austin State University
Nacogdoches, Texas 75961
(713-569-2011)

I. Reduces tuition fee/modifies admission requirements.

Campus facilities accessible for the handicapped and disabled.

II. Workshops on aging offer direction and leadership to professionals working in the area of aging and for senior citizens. Contact: Dr. Ben Dickerson, Associate Professor of Sociology.

III. Offers the following special courses:

Social Gerontology.
Aging and Mental Health.
Nursing Home Administration.

Contact: Dr. Harold Clements, Sr., Professor.

Nursing Home Administration Certificate course includes classroom instruction, field placement, and internship in area of Gerontology of specific interest to student. Contact: Dr. Harold Clements, Sr., Professor.

IV. Cooperates and assists the Deep East Texas Council of Governments in various efforts to serve the needs of senior citizens in this area.

West Texas State University
P.O. Box 997
Canyon, Texas 79016
(806-656-3963)

I. Campus facilities accessible to handicapped and disabled.

IV. In process of developing a Continuous Education Program and hopes to include courses dealing with and for the elderly.

UTAH

Weber State College
3750 Harrison Blvd.
Ogden, Utah 84403
(801-399-5941)

I. Modifies admission requirements/reduces fees to events/offers special programs off-campus.

II. Retired Senior Volunteer Program (RSVP). Contact: Beth Orgill, Director.

Convocation Series consists of lectures held once per week on a variety of subjects; retired persons are invited to participate at no cost. Contact: Dan Martino, Chairman.

Pre-retirement Workshops are designed to prepare persons approaching retirement both financially and psychologically. Contact: Richard Thomas, Conference Coordinator, Division of Continuing Education.

III. Gerontology Institute, B.A., Academic Training in Gerontology. Contact: Dr. Jerry Borup.

VERMONT

Castleton State College
Castleton, Vermont 05735
(802-468-5611)

I. Reduces tuition/reduces admission to events.

Campus facilities accessible to handicapped and disabled.

III. Social Welfare.
Psychology of Aging.

VIRGINIA

The College of William and Mary
Williamsburg, Virginia 23185
(804-229-3000)

I. Reduces tuition.

Minimum age for qualification: 65.

Old Dominion University
P.O. Box 6173
Norfolk, Virginia 23508
(804-489-6608)

I. Reduces tuition.

Campus facilities accessible to handicapped and disabled.

Minimum age for qualification: 65.

IV. The Office of Public Services, under the School of Continuing Studies, is planning a program to prepare students in various aspects of gerontology. Currently the university offers courses or content within courses dealing with gerontology through the departments of nursing, sociology, philosophy, education, health, physical education, and psychology.

WASHINGTON

Central Washington State College
Ellensburg, Washington 98926
(206-963-1646)

I. Reduces fees to events.

II. Senior Scholars Program provides older persons "permanent" residence in campus facilities, engages their skills, knowledge and experience for counseling, teaching, and curriculum development. Contact: W. Hill, Director, Auxiliary Services.

Retirement Planning Workshops for personnel directors in business, labor, and government. Contact: E. Odell, Retirement Planning Committee.

III. Offers programs as follows:

Challenges of Aging.
Seminar in Retirement Planning.
Adult Psychology and Aging.
Problems in Aging.
Aging and Public Policy.
Perspectives of Aging.
Recreation for the Aging.
Leisure and Man.
Sociology of Work.
Sociology of Leisure.

Contact: E. Odell, Chairman, Retirement Planning Committee.

IV. College's Retirement Planning Committee researching the needs for and studying feasibility of introducing the following programs:

Cultivation of Human Resources offering several areas of concentration such as counseling, ministry, family life, social work, aging, teaching, leisure studies, urban planning.

Curriculum and field service component in gerontology auxiliary to or supportive of majors in family studies, sociology, economics, physical education, recreation, psychology, counseling, education, etc.

A cluster of courses in aging or gerontology with advisement by committee members or a coordinator.

Affirmative Action to bring the knowledge and skills of older or retired persons into the classroom and into the processes of program development and implementation.

Social gerontology-major/minor-undergraduate/graduate.

Retirement planning education for staff, faculty, community, and personnel in public and private programs.

Training of professional, paraprofessional, and volunteers in program development and administration for aging: (1) planning; (2) programming; (3) budgeting; (4) management; (5) public relations; (6) accounting; (7) "grantsmanship."

A continuing education program in problems of aging for professionals, paraprofessionals, and volunteers on- and off-campus.

In-service program for administrators and employees of nursing homes, on/off-campus.

Research into needs of older people in Central Washington and into professional, paraprofessional, and volunteer services available.

Western Washington State College
Bellingham, Washington 98225
(206-676-3350)

II. Fairhaven College, a division of Western Washington State College in Bellingham, gives senior citizens an opportunity to live and learn in a college environment through a federally funded program called The Bridge. Contact: Lenore Western, Director.

WEST VIRGINIA

Concord College
Athens, West Virginia 24712
(304-384-3115)

I. Reduces fees to events.

Minimum age for qualification: 60.

II. Continuing Education Services for Senior Citizens. Contact: Gregory Pels, Director.

Southern West Virginia Area Agency on Aging plans and develops Title III, Title VI, and other programs related to and/or funded by the Administration on Aging and the West Virginia Commission on Aging. Contact: James H. Elmore, Director.

III. Course in Gerontology taught in the Social Work Department. Contact: Harriette Wright, Assistant Professor.

The Southern West Virginia Area Agency on Aging will be providing training workshops open to all interested persons in the field of gerontology for the purpose of providing up-to-date information about the elderly in that region. Contact: Dan Fowler, Director of Social Work.

IV. Members of the faculty of the Social Sciences Division and the staff of the Area Agency on Aging are coordinately developing a full-scale program in gerontology which, if established, would provide professional and academic training leading to a B.S. degree in gerontology.

WISCONSIN

University of Wisconsin-Eau Claire
Eau Claire, Wisconsin 54701
(715-836-3156)

I. Waives tuition on audits/modifies admission requirements.

Campus facilities accessible to the handicapped and disabled.

III. Health Care Administration prepares individuals to become competent members of teams working in health-related industries such as nursing homes. Contact: Dr. John Gerberich, Director of the Division of Allied Health.

IV. The university provides space for the director of a federally funded project entitled "The Area Agency in Aging for West Central Wisconsin District VI" and works with the director in identifying specific education needs of the elderly.

The university provides office space for an adviser to the elderly in cooperation with the Office of Academic and Career Advising.

University of Wisconsin-Platteville
Platteville, Wisconsin 53818
(608-342-1261)

I. Waives tuition fee for auditing courses/modifies admissions requirements.

Campus facilities accessible to the handicapped and disabled.

Minimum age for qualification: 62.

University of Wisconsin-River Falls
River Falls, Wisconsin 54022
(715-415-3011)

I. Waives tuition fee for auditing courses.

Minimum age for qualification: 62.

University of Wisconsin-Stevens Point
Stevens Point, Wisconsin 54481
(715-346-0123)

I. Waives tuition for audit/waives admission requirements.

Campus facilities accessible to the handicapped and disabled.

Minimum age for qualification: 62.

II. University Senior Citizen Program for persons 62 years of age and older. Contact: Ms. Barbara Farlow, Extended Services.

Orientation Program for Non-Traditional Students for either part- or full-time students re-entering higher education. Contact: Dr. Helen Godfrey, Associate Dean of Co-curricular Activities.

University of Wisconsin-Superior
Superior, Wisconsin 54880
(715-392-8101)

I. Waives tuition fees for auditing courses.

Minimum age for qualification: 62.

University of Wisconsin-Whitewater
Whitewater, Wisconsin 53190
(414-472-1181)

I. Waives tuition fee for audit/offers special off-campus programs.

Campus facilities accessible for the handicapped and disabled.

Minimum age for qualification: 62.

II. Live In and Learn--senior citizens live in same dorm and take courses for credit or audit. Contact: Jerry Gorley, Director of Housing.

IV. Proposal in 1975-76 budget for a Program to Educate Senior Citizen Group Information Leaders.

Addendum

ALASKA

University of Alaska, Anchorage
2651 Providence Avenue
Anchorage, Alaska 99504
(907-272-5522)

I. Campus facilities accessible to handicapped and disabled.

II. Courses in aging offered in both the Nursing Department and the Sociology Department.

CALIFORNIA

California State College, Bakersfield
9001 Stockdale Highway
Bakersfield, California 93309
(805-833-2241)

I. Campus facilities accessible to handicapped and disabled.

III. Medical Technology (Option BS in Health Science) is a four year integrated program which combines a Baccalaureate Degree with eligibility for licensure and certification. Contact: Betty Yearout, Program Director.

Nursing (BS) is designed to help meet the increasing need for health services provided by professional nurses in hospitals, homes, schools, industry, and in public health and other community agencies. Contact: Gordon Ogden, Acting Chairman, Nursing Department.

California State University, Fresno
Fresno, California 93470
(209-487-9011)

II. Pre-Retirement Counseling Series consists of eight sessions including presentations by specialists on financial planning, legal planning, changing roles, and living arrangements (for college personnel only). Contact: Douglas Calhoun.

III. Area Health Education Center Workshops held sessions dealing with Communication and the Nursing Home Population; Communication and Rehabilitation with the Chronically Ill and Aged; Meeting the Total Needs of the Aged. Contact: B. J. Henderson, Coordinator.

San Diego State University
5402 College Avenue
San Diego, California 92115
(714-286-6247)

I. Offers special programs off-campus.

Campus facilities accessible to the handicapped and disabled.

Minimum age for qualification: 55.

II. Myths and Realities of Aging is a workshop designed and planned by older people for older people. It provides and sharpens skills and knowledge in the multi-avenues available to create more positive attitudes toward aging.

Community Resources for Aging is a workshop consisting of sessions on housing, management of funds, institutional living, alternatives to institutional living, urban mobility, and others. Contact: Dr. Manfield Pettys, Instructor; Mark Schiffrin.

So You Want to Work with the Aged contains information on nutritional problems, health, stress associated with working with the aged, services and resources and meaningful activities. Contact: Dr. Manfield Pettys; Mark Schiffrin.

III. Geriatric Nursing is contained within the Nursing Department.

Social Welfare, A.B. degree, Master of Social Work, M.S. in Social Work, the School of Social Work offers an opportunity to social welfare and social work students for a specialized academic-practicum study in gerontology. A Center for Aging is located both on-campus and in downtown San Diego in an area where the heaviest proportion of population 65 and over live. Students and faculty provide a wide range of services with and in behalf of older persons. Contact: Dr. Percil Stanford, Professor and Director, Center on Aging, School of Social Work.

IV. Representatives of 16 departments and programs offering specific courses or units within courses on the aging process or the aged population are informally working together under university encouragement to establish one or more part of a three-point proposal: (1) a campus-wide center in gerontology; (2) a program for older people participating in higher education programs; and (3) advance gerontological content and preparation in the main disciplines and professions for which education is provided on campus.

COLORADO

Adams State College
Alamosa, Colorado
(303-589-7671)

I. Waives tuition

Minimum age for qualification: 65

II. Pre-retirement programs, leisure activities for Retired Persons. Contact: Dr. Donald Eden, Director of Field Experience and Evening Program.

III. Sociology major with emphasis in gerontology offered.

University of Northern Colorado
Greeley, Colorado 80639
(303-351-2019)

I. Waives tuition (for state residents 60 and over).

Campus facilities accessible for the handicapped and disabled.

II. UNC is the sponsoring agency of a federal ACTION grant for RSVP. Contact: Dr. Max Shirley, Chairman, Department of Recreation and Leisure Education.

III. B.S. in Gerontology--primarily leadership and service-oriented; M.A. in Gerontology--primarily administration-oriented. Contact: Dr. Max Shirley.

A Competency-Based Training Program (a grant from HEW, Office of Human Development) to produce better qualified people who are concerned with or serving older persons. Contact: Dr. Max Shirley.

IV. A university-wide (interdisciplinary) Gerontology Committee was appointed by Dr. Richard Bond, President, in 1972 to study the university's responsibility toward older adults.

GEORGIA

Albany State College
504 College Drive
Albany, Georgia 31705

III. B.A. in Sociology with minor in Gerontology consists of 25 hours of courses in Gerontology and a practicum in some agency that delivers services to the elderly. Contact: Dr. Eugene G. Sherman, Jr.

IDAHO

Boise State University
1910 College Blvd.
Boise, Idaho 83725
(208-385-1205)

I. Reduces tuition/campus facilities accessible to handicapped. Minimum age for qualification: 60

ILLINOIS

Governors State University
Park Forest South, Illinois 60466
(312-534-5000 Ext. 2355)

I. Campus facilities accessible to handicapped and disabled. Minimum age for qualification: 60

II. Grant from AOA for utilization of university resources for renewed redirection of the abilities of the retired. Contact: Dr. William Katz, Project Director.

III. Behavior Modification in Aging utilizes various reward/denial systems to change antisocial/unproductive patterns of behavior.

IV. "Senior Companions" provides part-time day care, by older persons for other "home-bound" senior citizens as an alternative to institutionalization. Pending: reducing tuition,admission requirements and fees to social events.

INDIANA

Indiana State University
Terre Haute, Indiana 47809
(812-232-6311)

I. Reduces tuition/modifies admission/reduces admission fees to events.

Minimum age for qualification: 60

IV. Anticipates Center for Gerontology will be established by January 1, 1975 serving as an administrative unit for interinstitutional program for training personnel for careers in serving the aging.

Research presently underway to study congregate housing for the elderly.

Grant has been received to provide training of agency personnel for dealing with the elderly.

KANSAS

Emporia Kansas State College
1200 Commercial Street
Emporia, Kansas 66801
(316-343-1200)

I. Modifies admission requirements

Campus facilities accessible to handicapped and disabled.

II. Pre-Retirement Education Workshop provides information on finances, health, recreation, occupations, sociological and psychological aspects of aging. Contact: Dr. Stuart Ervay, Assistant Professor of Education.

IV. Members of the College faculty and staff are working directly with local Area Agency on Aging personnel.

Fort Hays Kansas State College
Hays, Kansas 67601
(913-628-4000)

I. Offers special programs off-campus.

II. Senior Companion Program secures work for people over 65 with minimum levels of income to work as companions for people in hospitals, rest homes, and in their own homes. Contact: Mr. Howard Sloan, Director.

Mini-Courses aimed at interests of senior citizens. Contact: Dr. John D. Garwook, Dean of Instruction.

III. Nurse Education has courses emphasizing care of older persons. Contact: Ms. Elinor Lounsberry, Acting Dean of Nursing.

Health Services Educational Activities is directed towards those who have a responsibility for caring for older people. Contact: Mr. Pat Silvestri.

KENTUCKY

Western Kentucky University
Bowling Green, KY 42101
(502-745-4346)

I. Waives tuition/campus facilities accessible to handicapped and disabled.

Minimum age for qualification: 65

II. Health Problems for the Aged discusses various health problems of older persons: Contact: Dr. J. David Dunn, Head.

MAINE

University of Maine-Augusta
University Heights, Augusta, Maine 04330
(207-622-7131)

I. Reduces tuition/campus facilities accessible to handicapped and disabled.

University of Maine at Portland-Gorham
College Avenue
Gorham, Maine 04038
(207-839-3351)

I. Waives tuition.

Campus facilities accessible to the handicapped and disabled.

Minimum age for qualification: 65

II. Selected clinical experiences through the School of Nursing and cooperating agencies allow students to work with the elderly. Contact: Mary Ann Rost, Director, The Bureau of Continuing Education for Nursing; Dr. Doris Pennoyer, Project Director, The Family Nurse Associate Program.

III. Master of Science, Adult Education, requires 33 credit hours in adult education. Contact: Donald Kaple, Ph.D.

B.A., Social Welfare includes such optional courses as Aging and Social Policy· a Cross-Cultural View; and Developmental Services to the Aging.

IV. Department of Social Welfare sponsors annual Senior Citizen Festival; faculty members have been deeply involved in aging research, particularly Steps for Maine's Elderly; received Title I HEA grant to develop "Multi-Media Informational Program for Older People"; coordinated research with the New England Gerontology Center. Contact: Mr. John M. Romanyshyn, Chairman, Department of Social Welfare, College of Arts and Sciences.

MARYLAND

Bowie State College
Jericho Park Road
Bowie, Maryland 20715
(301-262-3350)

I. Reduces tuition.

Minimum age for qualification: 60

II. Preparing for Retirement offers assistance to senior citizen in making the transition from career-oriented lives to retirement.

Budgeting for the Retired Person attempts to assist the senior citizen plan his/her personal budget and includes principles and methods of management and investment. Contact: Dr. U.S. Young, Director of Evening College.

IV. Proposed activities: offering a course to senior citizens in the residence hall, provide transportation to and from the college, schedule early evening courses initiate a monthly bookmobile library and conduct a series of senior citizen workshops.

MICHIGAN

Oakland University
Rochester, Michigan
(313) 377-2100

II. Self-exploration programs of 7-8 sessions offered for older persons through local Continum Center. Contact: Eleanor Waters, Continum Center.

III. Undergraduate level courses in psychology department dealing with elderly are Adulthood and Aging, Work with Elderly I and II. Participants have interdisciplinary backgrounds, course work consists of both academic and field experience. Contact: Harold Zepelen, Dept. of Psychology.

Graduate course in Adulthood and Aging is offered in the Psychology Department. Contact: Harold Zepelen.

MINNESOTA

St. Cloud State College
St. Cloud, Minnesota 56301

I. Campus facilities accessible to handicapped and disabled.

MISSISSIPPI

University of Southern Mississippi
Box 1, Southern Station
Hattiesburg, Mississippi 39401
(601-266-7101)

I. Reduces tuition/modifies admission requirements/campus facilities accessible to handicapped and disabled.

MISSOURI

Central Missouri State University
Warrensburg, Missouri 64093
(816-429-4116)

III. MSE, Adult Education is for teachers and/or supervisors of Adult Education. Contact: Gordon Bachus, Coordinator of Adult Education Program.

IV. Negotiating with the Area Agency for the Aged to conduct special educational seminar program for the aged. It will be a continuing education program taken to the area communities and deal with leisure time activities, arts and crafts, investments, health, etc.

NEW JERSEY

Ramapo College of New Jersey
P.O. Box 542
Mahwah, New Jersey 07043
(201-825-2800)

I. Modifies tuition/modifies admission requirements/reduces fees to events/campus facilities accessible to handicapped and disabled.

Minimum age for qualification: none if on pension.

II. Saturday College accommodates adults who can not fit the traditional full-time student position as normally designed.

Womens' Program is designed for women students returning to school after raising a family or pursuing a career.

Lifetime Learning Program offers to retired persons living on pensions an opportunity to take advantage of the instructional program of the College.

NEW YORK

State University of New York College at Cortland
Cortland, New York 13045
(607-753-4208)

I. Waives tuition for audit/waives admission requirements for audit.

Minimum age for qualification: 60

III. Selected academic course work is available through the college's Health Department on such topics as gerontology; death, bereavement, and suicide; health sciences; health care administration and planning. Contact: Dr. Andrew Banse, Dean of Graduate Studies and Continuing Education.

IV. The Office of Continuing Education is in the process of developing a noncredit program entitled "Planning for Retirement" consisting of three short courses: (1) Retirement-The Human Element, (2) Financial Planning and Consumer Education, (3) Health, Physical, and Leisure Activities for Retired Persons.

State University of New York, College of Arts and Science
Plattsburg, New York
(518-564-2000)

I. Waives tuition for auditing/waives admission requirements/waives admission fees/offers special programs off-campus.

Minimum age for qualification: 60

II. Forum for Present and Future Senior Citizens consisted of main speaker on topics felt to be of most interest to senior citizens and workshops for senior citizens.

IV. Currently establishing guidelines for the development of a Center for the Development of Programs for Senior Citizens.

NORTH DAKOTA

Minot State College
Minot, North Dakota 58701

I. Reduces admission fees to events/offers programs off-campus/campus facilities accessible to handicapped or disabled.

Minimum age for qualification: 65

III. Two gerontology studies programs: One a studies program, the other a studies major which is a cross discipline project allowing a student to study gerontology regardless of his or her major field of interest.

IV. Headquarters for a State program to bring awareness to the problems of the aging population. This Consortium on Gerontology includes students, faculty, aging personnel and aged persons. Contact: Dr. W. H. Stockman.

Senior Citizens United is an organization of older persons in the area of political matters giving them more political prestige on aging legislation.

PENNSYLVANIA

California State College
California, Pennsylvania 15419
(412-938-4000)

I. Campus facilities accessible to handicapped and disabled.

Minimum age for qualification: 55

II. Legislative Advocacy for the Aging consists of a one day annual meeting of senior citizens with area legislators and aging experts.

Non-credit Continuing Education Courses offer a variety of programs of interest to senior citizens, such as Preparing for Retirement. Contact: Dr. Willard C. McCartney.

IV. Proposed certificate program for nursing home employees in teaching Arts and Crafts.

Continued cooperation with the Area Agency for the Aging in developing meaningful programs to serve that segment of the South Western Pennsylvania population.

Clarion State College
Clarion, Pennsylvania 16214
(814) 226-6000

I. Modifies admission requirements/campus facilities accessible to the handicapped or disabled. Minimum age for qualification: not official, but expected to be 55 (or retirement).

II. Life Management Services for the Handicapped is a bachelors degree program to train people to work with the handicapped outside of regular state or county institutions.

IV. New non-credit courses will begin the summer of 1975 in Adult Continuing Education programs designed to appeal to older people and will take advantage of the geographical location near areas of natural beauty and recreational possibilities.

Slippery Rock State College
Slippery Rock, Pennsylvania 16057
(412-794-7229)

I. Reduces tuition/modifies admission requirements.

II. Offers one-week workshops on Retirement Planning, Social Aspects of Aging, and Second Careers and Leisure. Contact: Dr. Ann Bicknell, Psychology Department.

III. Psychology Technicians Program which trains paraprofessionals to work with the aged includes a supervised internship in a facility that works with or for the aged. Contact: Dr. David Shaw, Chairman, Department of Psychology.

IV. Investigating the feasibility of instituting a BS degree in Applied Psychology with a track of emphasis in Nursing Home Administration.

SOUTH CAROLINA

College of Charleston
Charleston, South Carolina 29401
(803-722-0181)

I. Waives tuition/modifies admission requirements; reduces admission fees to certain events/campus facilities accessible to handicapped and disabled/special counseling facilities available to older persons.

Minimum age for qualification: 65

SOUTH DAKOTA

University of South Dakota at Springfield
Springfield, South Dakota 57062
(605-369-2203)

I. Reduces tuition/modifies admission requirements/reduces admission fees to events/campus facilities accessible to the handicapped or disabled.

Minimum age for qualification: 65

II. The Older Americans Education Forum brings together older Americans, educators and academic humanists, legislators, and interested citizens to share their ideas and discuss how education can be more realistic to meet the interests and needs of senior adults. Contact: Dr. L.E. Kreiner, Professor of Social and Behavioral Sciences and Vocational Industrial Education.

III. The associate degree in gerontology program is to prepare personnel to work capably with the aged. Contact: Dr. L. E. Kreiner.

TEXAS

North Texas State University
Denton, Texas 76203

I. Campus facilities accessible to handicapped and disabled.

II. In the mini-course program Retirement Planning is offered to explore the various facets of retirement life for both retiree and one anticipating retirement. Contact: Ralph Leach.

III. Center for Studies in Aging offers short-term training for practitioners. Contact: Coordinator of Short-term Training.

Degree programs offered at Center for Studies in Aging at bachelors and masters level. Contact: Dr. Hiram Friedsam, Director, Box 13408.

VIRGINIA

Mary Washington College
Fredericksburg, Virginia 22401
(703-373-22401)

I. Reduces tuition/modifies admission

IV. Host to annual seminars sponsored by legislators and/or federal agencies.

Norfolk State College
2401 Corprew Avenue
Norfolk, Virginia 23504
(804-623-8436)

I. Reduces tuition/offers off-campus programs/campus facilities accessible to handicapped and disabled.

Minimum age for qualification: 65

II. Counseling and Leadership offers counseling services in leadership training in conjunction with the Division of Continuing Education. Contact: Mr. Herbert A. Marshall, Chairman, Division of Continuing Education.

Adopt a Grandparent Program enables student volunteers to dedicate one hour a week to visit institutional elderly in a home for the aged. Contact: Dr. Peter Chang, Director, Gerontology Center.

Senior Citizen Program at High Rise for Elderly Cogic is a multi-disciplinary project with a group of instructors and students to discuss problems and needs predefined by the elderly themselves. Contact: Mr. Herbert A. Marshall and Dr. Peter Chang.

III. Certificate in Social Gerontology offers a major and a minor concentration on aging. This program is open to in-service training. Contact: Dr. Peter Chang.

IV. Survey on needs as defined by home-bound elderly in Norfolk area.

Organizing a city-wide group of persons who will serve as advocates for elderly, with hope that elderly will play a leading role in group.

Radford College
Radford, Virginia 24141
(703-731-5411)

I. Modified tuition.

Minimum age for qualification: 65

Virginia Commonwealth University
Richmond, Virginia 23384
(703-770-6731)

I. Waives tuition/waives admission requirements for adults.

Minimum age for qualification: 65

III. Master of Social Work is a two year graduate program preparing for profession practice in social work with opportunities available for developing expertise in the field of aging. Contact: Elaine Rothenberg, Dean.

IV. Planning to seek approval for a master's degree in gerontology.

WISCONSIN

University of Wisconsin-LaCrosse
LaCrosse, Wisconsin 54601
(608-784-6050)

I. Waives tuition for audit/modifies admission requirements.

Minimum age for qualification: 62

III. Offers courses in Health Aspects of Aging and Social Work with aging.

IV. An office for program on aging has been established. Contact: Dr. Jack A. Jordon, Center for Human Resources.

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Florence State University
Jacksonville State University
Livingston University
Troy State University
University of Alabama at Huntsville
University of Montevallo
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- Northern Kentucky State College
- Western Kentucky University

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- Louisiana Tech University
- McNeese State University
- Nicholls State University
- Northeast Louisiana University
- Northwestern State University of Louisiana
- Southeastern Louisiana University
- University of Southwestern Louisiana

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- Maine Maritime Academy
- University of Maine at Augusta
- University of Maine at Farmington
- University of Maine at Fort Kent
- University of Maine at Machias
- University of Maine at Portland-Gorham
- University of Maine at Presque Isle

MARYLAND
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- Coppin State College
- Frostburg State College
- Morgan State College
- Saint Mary's College of Maryland
- Salisbury State College
- Towson State College
- University of Maryland, Baltimore County

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- Bridgewater State College
- Fitchburg State College
- Framingham State College
- Lowell State College
- Massachusetts College of Art
- Massachusetts Maritime Academy
- North Adams State College
- Salem State College
- Southeastern Massachusetts University
- Westfield State College
- Worcester State College

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- Eastern Michigan University
- Ferris State College
- Grand Valley State College
- Lake Superior State College
- Northern Michigan University
- Oakland University
- Saginaw Valley College
- Western Michigan University

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- Bemidji State College
- Mankato State College
- Minnesota Metropolitan State College
- Moorhead State College
- Saint Cloud State College
- Southwest Minnesota State Gollege
- Winona State College

MISSISSIPPI
- Alcorn Agricultural and Mechanical College
- Delta State College
- Jackson State College
- Mississippi State College for Women
- Mississippi Valley State College
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MISSCURI
- Central Missouri State University
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- Missouri Southern College
- Missouri Western College
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- Northwest Missouri State University
- Southwest Missouri State University

MONTANA
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- Kearney State College
- Peru State College
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- Kean College of New Jersey
- Montclair State College
- Newark College of Engineering
- Ramapo College of New Jersey
- Stockton State College
- Thomas A. Edison College
- Trenton State College
- The William Paterson College of New Jersey

NEW MEXICO
- Western New Mexico University

NEW YORK
- Empire State College, State University of New York
- Queens College of the City University of New York
- State University of New York College at Brockport
- State University of New York College at Buffalo
- State University of New York College at Cortland
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- State University of New York Maritime College
- State University of New York College at New Paltz
- State University of New York College at Old Westbury
- State University of New York College at Oneonta
- State University of New York College at Oswego
- State University of New York College at Plattsburgh
- State University of New York College at Potsdam
- State University of New York College at Purchase
- State University of New York College at Rome-Utica

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- Western Carolina University
- Winston-Salem State University

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- Mayville State College
- Minot State College
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- Central State University
- Cleveland State University
- The University of Akron

The University of Toledo
Wright State University
Youngstown State University

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Central State University
East Central State College
Northeastern State College
Northwestern State College
Oklahoma College of Liberal Arts
Southeastern State College
Southwestern State College

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Eastern Oregon College
Oregon Institute of Technology
Portland State University
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The University of Tennessee at Martin
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North Texas State University
Sam Houston State University
Southwest Texas State University
Stephen F. Austin State University
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Texas A and I University, Kingsville
Texas Southern University
Texas Woman's University
University of Houston at Clear Lake City
The University of Texas at San Antonio
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College of the Virgin Islands

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Eastern Washington State College
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AASCU--1975

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8 A Monday, June 4, 1973

Minneapolis Tribune

Established 1867

Charles W. Bailey Editor
Wallace Allen Managing Editor
Leonard Inskip Editorial Editor

Volume CVII Number 11

Campuses and the elderly

The world of the elderly and that of the college campus are usually thought of as being entirely distinct from one another. And usually, in our society, they are. But Minnesota may be on the way to showing the rest of the nation that those worlds need not be separate, and, indeed, that it could benefit each if the gap were bridged.

The idea for bridging the gap originated with Daniel A. Ferber, a former vice-president of Gustavus Adolphus College who is now devoting full time to efforts to bring the elderly and higher education together. He began with several observations: Many elderly persons need housing. Many colleges have surplus dormitory space. The elderly, in the years to come, will be an increasingly larger segment of the population. Colleges and universities, despite their traditional preoccupation with the young, have an obligation to serve all of society. Young students — those in what is now considered to be "college age" — might benefit if intergenerational integration broke up the youth ghettos in which students now spend four or more years.

Ferber concluded that colleges and universities might be able to house elderly persons in now-empty residence-hall space, at the same time bringing them into academic life as students, resource persons — even instructors. Two practical problems — the need of elderly for housing and that of institutions to make use of vacant space — would be solved, he theorized.

In addition, the institutions would be broadening the range of their clientele, directing their attention toward an increasingly significant population group and providing their younger students with exposure to a variety of persons with backgrounds and experiences on which the young could well draw. Finally, the elderly would be involved in a stimulating environment and would be living in a community with an age mix reflecting that of the larger world instead of being shunted aside in high-rises populated only by the old.

Naturally, there are practical problems to be overcome before the idea is implemented, and they were explored in detail during a day-long conference at the Spring Hill Conference Center in Wayzata recently under the auspices of the Minnesota State College system and Educational Facilities Laboratory of New York. The problems include the cost of any remodeling necessary before existing residence halls could be used by the elderly, as well as the cost of providing special health and social services that might be needed. In addition there is the question of whether many elderly people would want to live on a youth-dominated campus — and whether they could be integrated into the campus community instead of being isolated there (as they often are off the campus today). There is also the question of whether colleges and universities are able — and willing — to establish programs that the elderly would find attracive.

Despite the potential problems, there is interest in implementing the idea in Minnesota — not only on the part of the state colleges, which have empty residence facilities, but also on the part of private institutions that have no space surplus but are attracted by the possibility of building intergenerational enrollments and programs. Some specific plans are likely to emerge in the next few months. If they do, and if they are implemented successfully, Minnesota could lead the way toward a major development in higher education and in the role of the elderly in society.

8 A Wednesday, June 13, 1973

Minneapolis Tribune

Growing old in America

It was late evening on the Nicollet Mall in downtown Minneapolis. An elderly, poorly dressed woman sat hunched on a bench. She was holding her head in her hands. A middle-aged couple stopped and the man asked the elderly woman whether she needed help to get home. She said she didn't have any money. The man gave her $5. She thanked him, but added that she didn't beg. She said she would take the money only because she didn't have any other way of getting to her room. The couple walked on — their consciences soothed.

The woman might not have been typical of the elderly but the incident did reflect society's typical way of handling the problem of older people who are lost in the shuffle of today's life. The number of older people is increasing rapidly, however, and new approaches must be found to give the aged a significant and fruitful place in the population.

A metropolitan-area social worker, commenting on the Census Bureau report for 1970 and its implications, asked this question: "Is the growing number of older people the problem, or are society's attitudes the real problem?" She said Americans are youth-oriented and too often refuse to plan ahead for growing old. Financial planning is only part of it. "We can't suddenly have new interests and new hobbies when we reach 65," she said.

Dr. Robert Butler, one of the nation's leading authorities on aging, views many of the problems of the elderly as a product of rigid programming of youth and middle age. In an interview with the Washington Monthly, Butler said the average American's life is first "a block of education extending into late adolescence and increasingly into his 20s. He then faces a massive block of work for 40 years, followed by retirement and leisure."

Butler calls that programming unnatural and stultifying. "People come to their 60s either burnt out or bored numb . . . We must free ourselves from seeing education, work and leisure-retirement as three separate periods of life. We must begin thinking of these activities as running concurrently throughout life," he said.

He advocates "attacking the whole complex of laws, customs, union and management rules that discourage adolescent work and encourage compulsory retirement — the supposed social 'advances' such as job tenure, career ladders and seniority rights which tend to lock people into 40 years of work. Our object should be to create a society in which people continue to grow until the very end of life."

We agree. Old age for Americans too often is a saddening wait for death. As the proportion of Americans who are over 65 enlarges, ways must be found for more of them to have a productive old age.

6A Wednesday, January 9, 1974

Minneapolis Tribune

Established 1867

Charles W. Bailey Editor
Wallace Allen Managing Editor
Leonard Inskip Editorial Editor

Volume CVII Number 230

A 'learning society' in Minnesota

The kind of life-long "learning society" advocated in a Carnegie Commission report last fall may become a reality, at least on a limited scale, in Minnesota. The commission used the term "learning society" for a restructured higher-education system that would provide opportunities for people to continue their schooling throughout their lives, returning to colleges or universities for varying periods during their working years or even their retirements. The chance that the commission's concept might be implemented in some way here is now emerging in the response to two conferences held in Minnesota last year.

The conferences, funded by Educational Facilities Laboratories, Inc., of New York, explored ways in which the elderly might be housed on public and private college campuses and involved in the educational programs there. At both conferences, colleges expressed interest in establishing such programs. Out-of-state educators, architects and gerontologists pledged their help and the help of their institutions in the effort. And participants learned that several specific projects, incorporating at least some facets of the "learning society" concept, are under way or will be started soon in Minnesota.

The conferences were organized by Daniel A. Ferber, a former vice president of Gustavus Adolphus College who has been devoting full time lately to efforts to bring the elderly onto campuses. Now he is trying to promote the next step—a channeling of all the interest expressed at the conferences, and a coordination of the projects planned or under way, into an organized program that could serve as a pilot for educational institutions throughout the country. According to a progress report Ferber recently completed, Educational Facilities Laboratories is prepared to help fund such a program, and institutions from other parts of the country are willing to help develop and evaluate it.

We hope that such a program can be organized. The efforts of individual educational institutions would be valuable, to be sure. But a coordinated approach, designed to test specific hypotheses, would be more valuable in the long run. We believe that such an approach would do more for the state's elderly and its educational institutions, at the same time making Minnesota a national leader in the move toward a life-long learning society.

aging

Minneapolis Tribune, July 11, 1974

6 education units get aging funds

Six Minnesota educational institutions will receive nearly $116,000 in federal funds to develop and expand new programs for continuing education by the state's senior citizens.

The funds, granted by the U.S. Administration of Aging, will be used by the University of Minnesota, the College of Saint Benedict, Mankato State College, North Hennepin Community College, the St. Paul Area Technical and Vocational Institute and the Minneapolis public schools.

According to the project abstract, the programs are designed to "rescue interested older adults from life styles likely to reduce their capacities to grow as human persons, to learn and to serve."

The money will provide the means for the institutions to begin a variety of service-oriented approaches for helping the elderly.

The University of Minnesota will train a corps of professional, paraprofessional and voluntary personnel in geriatrics and in adult education for older people. The College of Saint Benedict will plan an intergenerational "living-learning" community, integrating students over 55 into every aspect of life on the campus — especially in dormitory and classroom situations. North Hennepin College will expand its "Seniors on Campus" program.

The project coordinator, Dan Ferber, explained that the programs will attempt to solve two pressing problems of Minnesota education: "the shrinking youth pool and the growing elderly group — neither of which are taking advantage of each other."

Ferber said that the funds should provide "the pressure to redesign the traditional education system. We want to become a model state in terms of mixing the young and old rather than separating them.

"This joint proposal was based upon strengths already achieved," he continued, "upon demonstrated involvement in successful programs serving large numbers of older Americans in diverse ways. It's our hope to help those persons over 55 who are rapidly becoming the largest and most-neglected minority group in the United States."

Project opens learning to 'older Americans'

By LINDA SANDERSON

An old man bent forward in his chair near the front of the large lecture room and listened intently to a young woman professor.

Around him were nearly 200 other faces, mostly much younger looking than his own, some looking at the professor, some turned to the side with eyes closed, some watching other people.

The old man shifted in his chair. He had come three miles from the highrise where he lives to attend class this morning. He is one of the few students over 65 years of age on the University campus.

Fewer than one percent of the University's student population are 50 years of age or older, according to University admissions records. But here and at other schools throughout the nation, intergenerational education, a process which combines the young and the old in classroom learning situations, is gaining momentum as a priority consideration among university and college administrators.

"What we do with the elderly in our society is really a shame," George Bilicic, assistant dean of Continuing Education and Extension (CEE), said last week.

"We tuck them away in old people's ghettos—nice, clean, antiseptic places. They have one thing to look forward to—dying.

"But here at the University we're interested in changing that," Bilicic said. "Education is one of several important activities which older people should have open to them."

CEE has a program called the "Older American Project" which offers short courses of the general education, liberal arts type, specially designed for the elderly. The program is less than two months old and currently has approximately 60 adults of 65 years and older participating in it, Bilicic said.

The elderly students pay only $3 per course. The same course is often $15 or more for other students, according to Bilicic.

"We offer several benefits such as this to encourage older people to enroll in our courses," Bilicic said.

At the MacPhail Center for Performing Arts, a division of CEE, an additional 30 elders are involved in courses in music, art and theater.

"There's a physical degeneration that takes place in all of us," Bilicic said. "It does things to your to your ego and a lot (of the elderly) are convinced that they can't learn."

One man interested in implementing intergenerational education in schools throughout Minnesota is Daniel Ferber, coordinator of the Learning Society Project in Minnesota.

"Our college campuses should act as a unifying agent for all people, not a disruptive unit," Ferber said last month at a convention in Chicago on higher education.

Ferber favors a complete overhaul of the emphasis on youth in higher education. "Any age should have easy access to education no matter where they are or who they are," Ferber said last week.

Already the Learning Society Project has been incorporated into five Minnesota schools: the College of St. Benedict, North Hennepin Community College, St. Paul Vocational-Technical Institute, Mankato State College and the University. Ferber hopes that in the near future all post-secondary schools in Minnesota will participate in some type of program for the elderly.

"Provisions should be made for the elderly to live on campus, possibly in some of the residence halls," Ferber said. "This would help to encourage more older people to get involved in the educational community."

Bilicic, however, does not favor the idea of opening the residence halls to the elderly. "Dormitories are very lonely places," Bilicic said, adding that many dormitory buildings would require restructuring to fulfill the needs of the elderly.

The best way to get the elderly to take courses at the University is to circulate the idea by word of mouth, Bilicic said. "And some of the best recruiters of older students are the young people," he added.

"Not only are we talking about benefits for the older people, but there are immense benefits for the young as well," Bilicic said. "If we isolate ourselves from people of different age brackets than ourselves, we can become very inflexible.

"The elderly can teach us things that we could never get out of a book," he said. "Besides, why read about it if you can get it first hand?"

SENIOR CITIZENS LIKE COLLEGE LIFE

Program at Fairhaven Seeks to Mix the Generations

BELLINGHAM, Wash., Jan. 8 (UPI) — Fairhaven College is opening its classes to senior citizens and Mrs. Violet Dail, a 60-year-old grandmother of six, says the experiment has really improved her social life.

"When I heard about the program, I hot-footed it up here," said Mrs. Dail, who moved to a college dormitory in Bellingham from the senior citizen section of a mobile home community in Santa Barbara, Calif.

"Already I've audited some classes, gone to a concert and an operetta, attended some lectures and two parties, in just the couple of weeks I've been here," she added.

"It's absolutely fascinating."

She is one of eight senior citizens who have moved into newly renovated dormitory apartments in Fairhaven, a division of Western Washington State College.

Ranging in age from 60 to 80, their number will swell to 29 this month as part of a federally funded program called the Bridge, which is designed to mix generations on campus—both in the classroom and in living quarters.

For Mrs. Mary Yotter, 80, great-grandmother of three, the program brought her back to the school she attended 60 years ago when it was called Bellingham Normal.

"I have very little memory of what it was like then," she said. "Talking to the students here today is a revelation and an education in itself. They are just as lovely as we were when we were kids.

"I don't like the separation of generations you find nowadays," she added. "I like the idea of all ages together. And we all go on a first-name basis here. I really like that."

Fairhaven administrators said they hoped the old people could contribute knowledge gained from their experience. Mrs. Yotter has already spent several hours working with a Fairhaven student on a paper dealing with nutrition and the elderly and she is planning to work with day-care pre-schoolers.

Blair Kirchner, a Fairhaven student of more traditional college age, likes the mixing of ages.

"This isn't a youth ghetto anymore," she said. "It feels like a different community."

Each of the senior citizens pays from $62.50 to $75 a month for housing and part of their meals, depending on accommodations, which range from single, private rooms without kitchens to two-bedroom apartments that are shared with a roommate.

None of the participants are required to take classes, but all seem anxious to do so. After the first year, special courses geared to their own particular interests will be available.

While college students traditionally complain about dining hall meals served on campus, the senior citizens are more than happy with the food and atmosphere of community dining after years of solitary meals.

Most of those enrolled in the program are widowed, but at least two of the men are married and are coming to campus without their wives. The biggest percentage of applicants to date have been women whose families have grown and scattered.

There are no academic prerequisites for admission, but all applicants are screened and interviewed.

Elderly go to college; end 'planned obsolescence'

DURHAM, N.H. (AP) — A summer program at five New Hampshire colleges and universities has launched a New England-wide program designed to eliminate "planned obsolescence" for the elderly.

The program, dubbed "Elderhostel '76," centers on the idea that the elderly can enrich their lives by attending college and mixing with students, both young and old.

Program director Martin Knowlton says the program proved so successful last summer that in 1976 it will be expanded to 20 colleges and universities in the six New England states.

"From inquiries we have received it looks like Elderhostel could spread nationwide, but we'd like to see it administered on a regional level. There's more control that way," he said.

The program is funded primarily through private and federal grants, but participants are required to pay a $50 per week fee. More than 300 persons, ranging in age from 55 to 91, enrolled in the programs in New Hampshire last summer. Knowlton says 2,500 are expected in the regional programs.

The hostels, Knowlton said, are designed to erase "one of the most despicable aspects of industrial society: the disturbing concept that people are all used up after age 65.

"After that age people are faced abruptly and simultaneously with retirement, inadequate pensions, increased immobility and loss of friends," Knowlton says. "Our program is aimed at stimulating the elderly out of this agism trap."

In Elderhostel, each participating school sets aside for a designated portion of the summer standard dormitory accomodations and provides each week a minimum of three oneweek courses. The courses are taught by regular faculty members.

"The courses are designed to help the elderly see themselves as related in a meaningful way to the course of the world," Knowlton said. "We do not specify what courses be offered. Our only requirement is they be of good intellectual content."

One of the courses that schools are encouraged to offer is an oral history seminar in which participants interview one another and discuss their recollections or events.

One seminar, which Knowlton describes with pride, turned out to have five participants with labor union backgrounds and a sixth who was an industrialist. Their memories of labor-management confrontations early in this century were preserved on tape.

Paul A. Miller, a member of the Elderhostel board of directors, said the program combines "learning, working and leisure" and may help the elderly avoid emotional and intellectrual stagnation.

"I don't believe the way we handle retirement in society is a workable concept," Miller, president of the Rochester Institute of Technology, says. "It seems to me that the schools and colleges have done precious little in extending their resources to the older people."

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'It's going pretty good'

Janus students adapt to new life at Westmar

For any student the beginning of college is a time for learning to adjust to a new situation, but for one group of eight, the shift to college life has demanded a special brand of adaptability.

As participants in the Janus program--a new concept aimed at enrolling retired and older persons in regular college courses,-the eight women have had to adjust to the routine of attending classes, the experience of on-campus living and, in one case, even to the wonders of cafeteria food.

But so far, the adjustment has been a surprisingly smooth one, and Janus director Nelson Newendorp is optimistic about the future of the program.

"It's going pretty good," he said, indicating both faculty and students seem to be accepting the idea of having older students in their classes.

Those enrolled in the program include local residents Margery Bender, Gladys Coffin, Marie Harter and Jane Truesdell, and Emma Beach, Velma Hamilton, Esther Levy and Edna Ward.

At this point, only three of the Janus students are living on campus, and Ms. Levy, a Sioux City native whose new home is fourth floor Wernli, is the only boarding student in the program.

Two women, Ms. Beach and Ms. Ward, are living in apartments in Eastview, a building Newendorp eventually hopes to rename "Janus House" and fill with participants in the program.

Ms. Hamilton is the mother of college computer director Joe Hamilton and is living with her son's family in Le Mars and commuting to her classes.

Another on-campus participant will enroll here later in the semester when the first male member of the program, a retired painter from Davenport, arrives Nov. 1.

In preparation for initiation of the program this fall, a special orientation session was held to familiarize Janus students with college activities and procedures before classes began.

"Some of them had a real fear of going back to class," Newendorp said, explaining they were worried other students would not accept them and that classroom competition would prove to be too stiff.

To make the academic adjustment easier, Newendorp also worked with the faculty during another workshop, explaining the special needs and interests of the senior citizens in the program.

"The faculty has been extremely cooperative and helpful in advising and counseling," Newendorp said, adding most were convinced it would be a good experience to have another age group represented in their classes.

Some of the participants had already had some college experience, and although Newendorp recommended they begin with only one or two courses, Ms. Ward, who was the first to enroll in the program, is taking a regular three-course load.

The eight are enrolled in regular courses on both a credit and non-credit basis and are taking classes in religion, psychology, history, political science, Spanish, education and art.

The reasons for participation in the program are as varied as the students' interests and backgrounds, with some taking classes just for the experience of learning and others working toward a specific degree.

A couple hope to complete degrees and return to teaching or other careers and Ms. Coffin is taking child psychology courses in conjunction with her position as coordinator of the Le Mars Head Start program.

Another woman simply wants to learn a foreign language so she can travel abroad more easily, and one is enrolled in an art course to develop a hobby which can keep her occupied during retirement.

Those enrolled in the program pay regular part-time tuition of $100 per course and on-campus students are charged the usual student rate for an apartment or single room.

However, since Westmar is somewhat of a pioneer in instituting this type of program, the Iowa Commission on Aging has provided a special grant which is being used to subsidize the students' tuition expenses.

In addition, the ICA will be assisting the college in the filming of a 30-minute documentary explaining the program and the students' reactions to returning to college life.

With the publicity generated by this film, as well as through contacts in United Methodist churches throughout the midwest, Newendorp hopes to develop this pilot project into a permanent and growing aspect of the college curriculum.

"The interest in the Janus program seems to continue," he said, noting he is still receiving inquiries from persons who would like to enroll and that a few more are expected to begin here next semester.

A special planning committee began work on the Janus program in the summer of 1974, and Newendorp, who was college business manager here from 1966 to 1973, was called back out of semi-retirement last winter to coordinate the program.

Only one other college, located in Bellingham, Wash., is known to have an option such as this, and Newendorp has had no real guidelines to follow in organizing Janus.

However, he now feels he has developed a program which will be equally beneficial to the college and to those enrolled in it.

"It's just a good thing for Westmar to have," he said.

HOME & FAMILY

DES MOINES SUNDAY REGISTER ■ November 16, 1975

It's never too late to go to college

By PATRICIA COONEY

LE MARS, IA. — Edna Ward, 60, had parked her blue bicycle in the hall outside her student apartment on Westmar College campus here. "I think I will put it up for the winter," said Edna, a "freshman" at this northwest Iowa college, where winters get darned cold for cycling.

This grandmother five times over had returned from a class in "Interpreting the Faith." Her fellow students in the class, taught by Dr. Dwight Vogel, all looked to be under 20. Most wore jeans and flannel shirts. Edna wore a trim pantsuit.

She is a student in the innovative Janus program introduced at Westmar this year. It is a college living and learning experience for older adults. Westmar has 720 undergraduate students. Eight are in the pilot Janus program and their ages range from 50 to 77 years.

Janus students are encouraged to participate in campus activities and eat dorm food. Mrs. Ward, a widow and for 35 years a farm wife near Moravia, takes in what student activities she can. She meets with some religious-oriented campus groups, saw the Westmar Eagles win one and lose one on the gridiron and went with a group of students to hear Dick Gregory speak at Iowa State University in Ames.

While most Janus students are advised to take one or two courses, she is taking three — two in religion and a "fun course in psychology."

From her attractive campus apartment complete with lots of plants, candles, art prints, stereo and some good-looking furniture picked up at garage sales, the lady sums it up:

"The depression kept me from going to college when I was younger but all four of our children went. Now I am ready for this."

Eventually Westmar hopes to enroll 30 or more older persons. Janus provides a lifestyle not associated traditionally with retired years. At the same time, it is felt that young students will find it enriching to share the broad range of backgrounds brought by older students.

Called Janus for the Roman god of new beginnings, the program is open to any older person capable of pursuing academic work. No specific educational background is required. Persons may work toward a degree, or may participate only in courses that interest them.

Of interest to Fred J. H. Pluenger, 77, of Le Mars is a course in criminology. He sits in that class next to his granddaughter, Sheryl Behr, 20.

Nearly 60 years ago he took a business course at the same college, known then as Western Union College.

Pluenger who looks a decade younger than his years, says he is doing pretty well in class. He served for more than 20 years on the Plymouth County board of supervisors and brings to class a broad experience working with law enforcement officials.

"This is a very interesting and nice group of students," he says of his younger classmates. "They ask 'why?' a lot." And he can't for the life of him understand why so many young women would be interested in criminology. His instructor is Mrs. Kay Dell.

Another former Western Union student is Mrs. Jane Truesdell, 56, of Le Mars. She is the mother of seven children. Three attended Westmar.

She had wanted a Spanish course but couldn't fit it into her schedule, so she's into American history. She decided on this "out of the blue, this being the bicentennial and all.

"Why, I love it. It has opened up all sorts of new interests for me."

Youngest in the Janus program is Mrs. Gladys Coffin, 50, a Head Start teacher in Le Mars. She is studying "The Exceptional Child" and working toward a child development associate degree.

She was frightened at first about going to class again — learning to study and concentrate after working all day with 17 little ones. She was worried, too, that classroom competition might be rough. "But it is going very well and I love it," she says.

How about costs? With assistance from the Siouxland Interstate Metropolitan Planning Council, Westmar secured a $5,000 grant from the Iowa Commission on the Aging for this first year. The grant money is being used to underwrite tuition costs at this stage.

Tuition for credit courses is $250 per course per semester. Noncredit tuition is $140 a semester.

Emma Bosch of Wagner, S. D., and Edna Ward live in separate one-bedroom apartments in Eastview, operated by the college. Rental for each is $105 a month including utilities. Private dormitory room rental is $61 a month; with board, $120.

Janus director is Nelson Newendorp, retired business manager at the college. The program was developed over the last two years by a faculty-administration committee.

According to Novembery, the only other college known to have a residential program for retired persons is Fairhaven College, Bellingham, Wash.

Westmar college president Lawrence C. Smith says of the Jones project:

"While it is too early to see the success of a program which still is experimental, we believe there are many reasons why it should succeed. A few years ago, our national average age was at the lowest it had been in this century. This coincided with the peak in undergraduate enrollments.

"In the future, the average age will continue to rise and the wave of 20-year-olds will, in 15 years, be the 35-year-olds, and many of them will be ready for significant retraining. With the current thrust for early retirement, there will be an increased interest in programs of the Jones type. The program very well could be the primary part of our educational function in this community 20 years from now."

Others participating as first-year Jones students are Margery Bieber and Marie Hartley of Le Mars and Velma Hamilton of Adair.

Edna Ward, 68, whispers a "secret" to Dawn Riedemann, 19, of Hartley, as part of a class exercise.

Mrs. Ward takes notes in one of the three college courses she is taking under the Jones program for older persons. She lives on campus at Westmar College in LeMars.

III. PRESS CLIPPINGS

[From the Washington Post, Nov. 20, 1975]

AND ONE FAMILY JOINS TOGETHER TO HELP HER

(By Reg Orem)

After 19 years of marriage, Edith announced that she was leaving me . . . to go back to college. That was in the summer of 1972: Our daughter Jessica would be entering seventh grade at Beltsville Junior High in a few weeks and John was about to start his senior year at High Point, where his brother Tom would be a junior.

Edith briefed us at dinner, explaining that for years she had thought about returning to the classroom to obtain the degree she began at the Unversity of Maryland in 1951. She would delay no longer.

Having always loved literature, she had decided upon a major in English literature. She was not sure how she might apply what she learned, but she wanted to get back into an academic atmosphere where her reading and writing skills could be sharpened.

Now the children and I really knew why those college brochures had been arriving at the house.

How would mom's return to school affect the Orem family routine? John thought his guitar practicing might interfere with her concentration. Tom wondered if she would still have time to make her special lasagne for him and his fellow wrestlers after High Point's matches. Jessica pondered the significance of "semester hours" and "sheepskin."

I, of course, was determined to be the helpful husband, even though Edith's decision meant I was losing the services of a free typist. Besides, as an educational specialist with the D.C. Department of Human Resources, how could I be against education?

My first suggestion was that she enroll at the University of Maryland, which was only a bike ride away. And the relatively low tuition had definite appeal. Putnam was publishing my books on Maria Montessori but the royalities were hardly in the Ivy League.

My wife thanked me for the thoughtful advice—before reminding me that since it was *her* education it was up to her to select the school.

She had recently received an announcement about a special program offered by Trinity College in Washington, and designed for mothers like her. She was eager to visit Trinity, and set out for Michigan Avenue and Franklin Street NE.

When she returned, we knew the choice had been made.

Her eyes sparkled as she described a small but beautiful campus, friendly professors, a glass-walled library, there was even a classical old building with a tower.

Edith's best friend, Marge, began to crochet her a stole in autumn colors for the cooler days ahead.

And then, with a spiral notebook, lunch money, ballpoint pen and some trepidation Edith was off to school. After years of serving as Cub Scout den mother, PTA cookie mother, unpaid typist of manuscripts, and neighborhood collector for assorted worthy causes, she was going to do something for *herself*.

She did have some doubts. Would she be able to get back into the study groove? There would be term papers, exams, a lot of reading. Would she have the energy to compete with those young Trinity girls?

I became the household laundry specialist. Jessica volunteered to fix meals for the menfolk when her mother's schedule was tight. John agreed to check Jessica's homework. Tom assumed responsibility for the yard chores.

Now that Edith was going back to school, we couldn't afford to put in another bathroom as we had wanted. With four people getting ready for school in the morning and the fifth preparing to leave for the office, the scheduling of the only bathroom became exquisitely complex.

Our 1967 Olds got even older.

With Edith doing her own thing I learned, begrudgingly, that I could peck out my own typing as a last resort when I couldn't pay the $1-a-page-rate.

Jessica's sewing skills learned in home economics came in handy. Her Mulligan stew became a family favorite. Her cakes were another matter.

John turned out to be quite the proof reader as we worked together on galley proofs.

As Edith's orbit enlarged, the various members of the family wrote notes to each other to stay in touch. We found ourselves writing long lists of "things to get done."

John's guitar practice was relegated to the basement. The socks were slow to get mended, but Edith could still find time for the high priorities, such as homemade lasagne for famished athletes.

In time, the dining room began to resemble an annex of the Prince George's regional library.

We learned to respect the signs of a term paper deadline approaching: Edith grim behind a barricade of massive literature books; long sheets of yellow paper covered with notes, arranged on the floor like a dress pattern; then the typewriter thumping and clattering far into the night.

We played a little game at grading times. Edith would despair, certain that she had only gotten a C in a particularly demanding course. We would all reassure her that this was unthinkable. And indeed she would receive a B. But then she would confide that she had secretly hoped for an A. We'd explain that they probably didn't give A's at Trinity.

Now, three years later, she is scheduled to gradute in the spring. But the story doesn't end here.

Lately she's been hinting how nice it would be to give graduate school a try, and earn a master's degree so she can teach English. And, she points out wryly, my guru, Dr. Maria Montessori, would certainly approve. After all, she was the first woman to complete medical training in Italy.

The experience of the past three years has been good for Edith and for the family. She has discovered that the rest of the family can make it, even as she savors her new-found freedom. The children and I have learned to honor her need of time for herself, and she has learned to defend this time. When the phone rings too much she has been known to retreat to Trinity library for the afternoon. And, in fending for ourselves, the children and I have come to better appreciate what the suburban wife and mother has to cope with.

Jessica is now a sophomore in high school. John traded his electric guitar for an acoustical one, and is at the Washington Bible College. Tom is majoring in art at Maryland down the road (and is on the wrestling team). I'm still doing the laundry.

[From the Washington Post, Nov. 20, 1975.]

MOTHER IS OFF TO COLLEGE

(By Bart Barnes)

This fall after 36 years of marriage and six children, 60-year-old Ruth Waters of Silver Spring started college. After more than three decades of housekeeping, she said, "I wanted to unlimber my brain, to see if it would get in gear again. It felt like it was atrophied." Mrs. Waters is studying speaking and writing at Trinity College in Northeast Washington and, she says, loving every minute of it.

Across the Potomac at Arlington's Marymount College of Virginia, Nicole Dreschambault, 43, is finishing up a two-year nurse's training course and expects to receive a degree this spring. After four children and 20 years of marriage, she has concluded there is still time in her life for 20 years of productive employment in the job market. Now that her children no longer need her full time at home, she's going back to work.

Both women are among thousands in the last few years who have found that with their primary family and childraising obligations behind them, they need the fulfillment in a job or school that they cannot find at home.

Indeed, according to the Women's College Coalition, an organization of 70 women's colleges in 22 states, there are now approximately 500,000 older women at colleges throughout the nation, working on undergraduate degrees. The figure represents approximately 10 percent of all the women college undergraduates in the nation, a substantial increase over a few years ago.

For many colleges the older students represent an important source of enrollment. This is particularly true for the women's colleges, like Marymount and Trinity, many of which have faced declining enrollments and the possibility of going out of business should the trend continue.

Marymount, a Catholic college for women, says that between 15 and 20 percent of its current enrollment of 700 consists of older women who are returning to the classroom in search of career opportunities or self-enrichment. When the college was founded 25 years ago, officials say, it was essentially a "finishing school for girls just out of high school."

Trinity College, on Michigan Ave. NE was founded in 1897 and is the oldest Catholic College for women in the nation. Eight years ago, it had a student body of 1,098, all but 40 of them enrolled in the traditional undergraduate curriculum for recent high school graduates.

Now, its just-outt-of-high-school enrollment has fallen to 520, but there are 440 additional students on campus. Many are school teachers returning to study for advanced degrees, but a good number are women returning to classes after a hiatus of several decades.

"For many of us, it was time to get out of the kitchen," said Edith Orem, 42, of North College Park who quit the University of Maryland 23 years ago to get married and raise a family.

Now, with two of her own children in college and her youngest in high school, Mrs. Orem has returned to the campus herself. Next spring, after two years of study at Trinity, she expects to receive the bachelor's degree in English literature that she began at Maryland a quarter century ago.

"I don't regret being in the kitchen," Mrs. Orem said. "But I always planned to go back to college and finish my degree. This is a whole new period of my life, the time when I'll be between the ages of 40 and 65. That's 25 years and I'm going to do something with that time."

In many ways, the trek back to classrooms by older women is part of an overall renaissance of educational interest on the part of adults in general. With the traditional college age population—18 to 22 years old—now stabilized or declining colleges and community colleges are promoting "education as a lifelong experience" for adults. For many institutions, tapping the adult market is the only way to grow or, in some cases, hold onto the status quo.

The community colleges are a case in point. Founded just 10 years ago, for example, Northern Virginia Community College has expanded to five separate campuses and has enrolled thousands of older women in courses ranging from accounting to wine tasting and advanced yoga. In Prince Georges and Montgomery counties, community colleges vie with the University of Maryland and with each other to tap the adult market.

At Maryland, officials say University College, the adult education branch, is the fastest growing segment of the University. In Washington, virtually all the private universities, Georgetown, George Washington, Howard and Catholic, have programs catering to the needs of older students, particularly women. The University of Virginia has set up a continuing education in Northern Virginia, specifically geared to meet the needs of older students.

But it is at the women's colleges in particular, where the older woman student is being most actively recruited.

"We began evaluating ourselves in the 1970s, realizing that there is a whole new role for women," said Sister Marcella Berg, the president of Marymount.

As a result, in its brochures, literature and advertising, Marymount—like other women's schools—now emphasizes the fact that it is, indeed, a college for women.

"Not a college to rely on yesterday's understanding of women's needs, Marymount has paced itself to today's women. Starting with the commitment to help each woman fashion a good self and a good life without confinements imposed by the past . . ." one brochure says.

"College is a total experience . . . take a closer look, from a women's perspective," says another.

A pamphlet aimed at getting older students back to the classroom discussed a "reentry" program "designed especially for the woman who finds her life taking on new perspective . . ."

Initially a finishing school, then until two years ago a junior college offering only a two year program, Marymount saw its enrollment drop sharply during the early 1970s. Since then it has established a full bachelor's degree program, expanded its curriculum and started active recruitment of older women. Its enrollment is now back up to what it was during the peak years of the late 1960s.

That its enrollment has increased and continues to increase is in line with current trends for a woman's college. According to the Women's College Coalition, applications to women's colleges this year were 7 per cent ahead of a year ago and most schools are registering enrollment increases. Additionally, the trend toward co-education appears to have ceased and the number of women's colleges is holding constant at 140.

Trinity and Marymount recruit women through a variety of means. Mrs. Waters, the 60-year-old mother of six, began to consider going to college attending a Trinity-sponsored seminar at the Wheaton library last summer.

"I didn't even tell my family I was going. I wasn't sure what they'd think," said Mrs. Waters. "I just went to that seminar and they offered me this course in writing and speaking. I went home and told my husband and he said, 'great.' "

Nicole Deschambault at Marymount is looking ahead to receiving her nurse's certificate next Spring, then going to work. The wife of a Foreign Service Officer, she did nurse's training 20 years ago in Belgium, then got married When she wanted to go back to work, she found that medical knowledge had advanced to the point where she needed to go back to school.

"A lot can happen in 20 years," Mrs. Deschambault said. "I'm studying things now that we never even heard about the first time in Belgium."

[Reprinted from the Chronicle of Higher Education]

EDUCATORS EXAMINE EUROPEAN SYSTEMS OF LIFELONG EDUCATION

U.S. educators are looking at European experiments—sometimes called "workers' sabbaticals"—designed to enable people to alternate between work and education throughout their lives.

The European programs are being examined as possible solutions to such American problems as dissatisfaction among workers and an apparently declining desire for higher education among the young, who have been the traditional clientele of colleges.

Speaker after speaker at the 29th National Conference on Higher Education in Washington, D.C., during March assailed the conventional idea that people should be educated when they're young, work when they become adults and enjoy leisure when they grow old.

Three European countries—Germany in 1969, France in 1971 and Belgium in 1973—have adopted paid educational leaves of absence for workers, financed by the government and the employers.

In 1972, about 10 percent of the French labor force took advantage of those leaves, according to James R. Gass of the Organization for Economic Cooperation and Development in Paris. "So far this has been devoted mainly to short and predominantly professional courses of training," Gass told the conference, but France is now considering ways "to remove the compulsion on young people to compete for university entry" immediately after finishing secondary school, with a guaranteed right to return to higher education later.

Such rights to further education and training are being demanded by European workers, Gass said. In Sweden, for example, educational opportunity has been expanded in recent years and older citizens, who missed out earlier, are now asking for the same access to education as young people.

Throughout Europe, Gass said, "continued access to training and education" has become "a well-established claim" of working people through legislation and collective-bargaining agreements.

Such a demand has not yet been articulated by American workers. But they would have good reason to want such changes, according to James O'Toole, an assistant professor of management at the University of Southern California and chairman of a federal task force that produced a much-heralded study called "Work in America."

The current separation between education and work has created a number of serious problems, O'Toole said.

"Work, 'the badge of adulthood,' is the only fully legitimate activity of maturity. Women who take care of their children, the unemployed and the underemployed, the dropout, the elderly—they suffer both economically and psychologically from their second-class status," he said.

"The individual has only one chance for success or satisfaction. Education once missed or misapplied in youth will likely cause untoward consequences throughout life," he continued.

The generations have become segregated, with young people in schools, adults at work and the elderly "increasingly in 'leisure communities' cut off from the rest of the world, both spiritually and physically," O'Toole said.

To minimize unemployment for middle-aged white males, young people are kept out of the labor market by keeping them in school longer and old people are kept out by retiring them earlier, he added.

O'Toole said very few colleges give credit for work experience, and "employers do not encourage continuing education for their lower-level employes."

Few ways exist to aid people in transitions from school to work, from career to career, or from work to retirement, he said.

O'Toole said he doubts that the European approach can be adopted in the U.S., however. American institutions do not respond to "sweeping national planning" the way institutions do in Europe, he said, and no consensus exists in the U.S. to spend the necessary billions on such a program instead of on health care or more educational opportunity for disadvantaged youth.

What should colleges do? "Efforts to make undergraduate education more relevant to jobs will do more long-term harm than good," O'Toole said. "American colleges should probably provide the traditional liberal-arts education for which they are justly famous."

Such an education, O'Toole said, produces an individual "who has learned how to learn, who can always pickup a skill that becomes essential."

Several other speakers challenged O'Toole's prescription.

Harold Hodgkinson of the Berkeley Center for Research and Development in Higher Education responded that, based on research he has seen, colleges do not do nearly as good a job of providing a liberal education as O'Toole thinks.

Saul Touster, acting president of Richmond College of the City University of New York, argued that too many professors pursue the "disciplinary aspects" of the liberal arts, instead of their "liberating vision." The result, he said, is that few liberal-arts colleges are really providing a liberal education.

In fact, Touster suggested, the best liberal education may be happening in certain law, medical and other professional schools where professors and students must bring knowledge to bear on practical problems.

Hodgkinson suggested that the federal government help establish five "regional examining institutes" to betsow the credentials required for jobs, taking that function away from the colleges.

The academic degree, Hodgkinson said, would then become a statement of "intellectual interest and experience" and the job credential "a direct prediction of occupational success for a given area of work."

"Some people can be credentialed without being taught," he added, "and others may just wish to be taught and not credentialed," he said.

Ernest L. Boyer, chancellor of the State University of New York, said new programs for workers may be a way for college to recoup some of their recent losses of students. "Even though the baby boom has slackened, there are still more people to be served," he said.

Rather than "some vague commitment to continuing education, a term which unfortunately seems to have lost its juices," Boyer said, colleges should establish specific programs aimed at specific groups of adults, such as prisoners, servicemen, professionals, workers who don't know what to do with their increased leisure time and the elderly.

"Who will pay?" Boyer asked. "The individual, of course, if he can. But we have Medicare for the body. Why not Educare for the mind?"

[From Sunday Star-Ledger, Feb. 15, 1976]

Tax Relief Needed by Self-Improvers

Edward Lee Rosenthal, a project coordinator with Rutgers University's Labor Education Center, has urged the U.S. Senate subcommittee on education to provide tax breaks for persons seeking retraining and further education. Excerpts from his testimony are provided in today's Education Forum.

By Edward Lee Rosenthal

The trickle down, Gerald Ford scheme for job creation is unbalanced and inadequate. If the Administration can create tax breaks for big business to create jobs, why can it not provide tax breaks for workers to protect and create jobs as well?

The assumption underlying the Ford proposals, as outlined in the State of the Union message, is that unemployment can be turned around by increasing the profits of businessmen thus enabling them to invest, increase production, and therefore, hire more people. While this may hold true, it is seriously lacking as a comprehensive solution.

If we allow tax breaks for business investment, why don't we provide tax breaks for employability investment for individuals? A working person pays taxes, and does not draw on unemployment insurance or welfare benefits.

Therefore, I suggest that Section 212(f) of the Internal Revenue Code be changed to allow deductions for persons earning under $20,000 per year for education and training related to career advancement up to $1,000 per year on a sliding scale.

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At present, the law only allows deductions for educational activity geared towards the basic maintenance of one's present position. Section 212(f) specifically disallows the deductions for "expenses of taking special courses or training" and "expenses such as those paid or incurred in seeking employment or in placing oneself in a position to begin rendering personal services for compensation."

The IRS regulations disallow anything but minimum educational requirements for the maintenance of the present position and deny studying for a new business, trade, or even a substantially different position in the same firm.

This discourages the kind of upward mobility urged in other pieces of legislation. The legislation also goes against goals of affirmative action. A business man can deduct the cost of his Harvard Business School course. His well educated female secretary taking the same course could not deduct it.

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In the case of a worker whose job is in danger of being abolished either for reasons of bankruptcy, reorganization, or the obsolescence of skills, or of a person whose chance for career ladder advancement is grim if existent, or of the person who feels stultified in his job, new avenues of training and education may be necessary. There are 10,000 or so business failures each year.

"The Boundless Resource," by Willard Wirtz and the National Manpower Institute, estimates that at least 1.3 million people each year move from one major occupational area to another. It goes on to say, "There are about 2.8 million adults in this country who earn less than a poverty income through working full time for a full year." One study "examined some 7 million jobs in 11 industries and found that 2 million of them had no progression opportunities in the employing company."

Further, this proposal could be used by workers to update their skills to maintain their jobs without the narrow definitions of the present hovering over them. Women reentering the labor force could avail themselves of this provision. Enterprising workers would be encouraged to gain the skills to help start businesses of their own and perhaps in a blossom out fashion hire other people.

Productivity gains might be realized from some of this education and training. While it is true that not all workers are more productive if they get more education, it is true with many. In addition, this would stimulate enrollment in institutions of education.

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Though President Ford talks about more individual freedom, his job creation programs inhibits personal initiative. Jobs have been relegated to the promises of big business and big government (CETA). Meanwhile, small businesses are failing right and left and there is a greater concentration of ownership. Allowing individuals the leeway to create their own credentials and job opportunities spurs the values of independence and onenterpeneurship that we adhere to in America.

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This is not only a sound policy for the present unemployment crisis, but it is a sound policy generally. Businesses have been able to write off their training expenses, individuals, by and large, have not. The development of a national committment to lifelong learning requires a recurrent education component which allows workers to retrain and advance jobs six to seven times and major occupational groups one to two. This is accelerating and we need to prepare for it.

The present climate is ripe for such a proposal. There will be a reconsideration of tax proposals to help create more jobs. The schools and universities are finally more aware of the needs of adults and can be more effective in providing knowledge and guidance. More citizens want and need career development training than ever before. Hence, a balanced program would encourage business and individuals initiative for job creation, maintenance, and upgrading.

LIFELONG LEARNING IN MINNEAPOLIS

"Gray hairs" may soon be joining "long hairs" on our college campuses if a "life-long educational society" project currently being piloted in Minnesota fulfills its advocates hopes.

The "life-long learning society" was advanced in the 1973 Carnegie Commission Report which observed:

"Society would gain if work and study were mixed throughout a lifetime, thus reducing the sense of sharply compartmentalized roles of isolated students. The sense of isolation would be reduced if more students were also workers and if more workers could also be students; if the ages mixed on the job and in the classroom in a more normally structured type of community; if all members of the community valued both study and work and had a better chance to understand the flow of life from youth to age."

According to Daniel Ferber, former vice-president of Gustavus Adolphus College and current director of the Minnesota project, the concept may be an answer to the problems of declining young undergraduate enrollments in our colleges and the ever increasing numbers of older adults loking for meaningful outlets for their leisure years.

Six Minnesota educational institutions are receiving nearly $116,000 in federal funds to develop and expand innovative educational programs for Minnesota's elderly. Schools participating in the program and receiving funding from the US Administration of Aging include: the University of Minnesota, the College of Saint Benedict, Mankato State College, North Hennepin Community College, the St. Paul Area Technical and Vocation Institute, and the Minneapolis public schools.

These schools will be initiating programs designed to "rescue interested older adults from life styles likely to reduce their capacities to grow as human persons, to learn and to serve." According to recent U.S. Department of Commerce statistics, more than 10 percent of the total population is 65 or older and this group is increasing at a rate faster than any other age group. The "learning societies" in Minnesota would include not only this age group, but also the 55 to social security age group.

According to an account of the project published in the Minneapolis Tribune, the University of Minnesota will train a corps of professional, paraprofessional and voluntary personnel in geriatrics and in adult education for older people The College of Saint Benedict will plan an intergenerational "living-learning" community, integrating students over 55 into every aspect of life on the campus—especially in dormitory and classroom situations. North Hennepin College will expand its "Seniors on Campus" program.

Not only does the "learning society" concept redefine who is a student, but also what is education. One of the premises embodied in the Learning Society is that life-long learning or recurrent education will become increasingly important for all citizens in our kind of rapidly growing, changing, complex society. Many older adults have witnessed widely divergent social, technical and economic changes. Life-long education, according to its advocates, could help adults better adjust to change at the various stages in life.

If campuses are indeed centers of new ideas, the Learning Societies could be a mutually beneficial wedding of idealism and practicality. According to James Birren and Diana Woodruff in their article, "A Life-Span Perspective for Education." "Current negative attitudes held by older persons toward educational institutions and youth will likely be reduced as more middle-aged and older adults enroll on campuses, and it would seem that older voters will be less hostile to legislation and spending for education." Birren and Woodruff also forecast a change in the attitudes of younger students through contact with older adults.

Learning Societies, Birren and Woodruff continue, would also change the emphasis of education. "In the face of these new patterns of existence (Increased leisure time during work weeks and more people in retirement), the goal of education should not be exclusively to educate for productive skills."

"Providing a continuing opportunity for relearning or learning skills and providing a broader basis for an orientation toward the psychological, social and cultural aspects of an individual's life should also be educational aims," they conclude.

There are still questions to be resolved in establishing such Learning Societies such as the remodeling of residence halls to comfortably accommodate older adults, admissions guidelines and re-educating educators as to the needs of older adults.

However, Ferber is optimistic about the Minnesota project. "This joint proposal was based upon strengths already achieved," Ferber said, "upon demonstrated involvement in successful programs serving large numbers of older Americans in diverse ways.

"It's our hope to help those persons over 55 who are rapidly becoming the largest and most-neglected minority group in the United States."

"In short," Ferber concluded, "with humanistic, educational, financial and political objectives in mind, here is one aggressive attempt to shape a more optimistic and more exciting future of higher education. Such an initiative clearly rejects the gloomy predictions which project a future devoid of rich and creative options."

[From St. Paul Pioneer Press, July 11, 1974]

"RESCUING" OLDER ADULTS IS GOAL

Six institutions in Minnesota will share in a grant of about $123,000 from the Health, Education and Welfare Department's Administration on Aging to help provide education for those of middle-age and beyond, it was announced Wednesday by Daniel Ferber, the project's statewide coordinator, and former vice president of Gustavus Adolphus College.

The six are the University of Minnesota, Mankato State College, College of St. Benedict, St. Paul Area Technical and Vocational Institute, North Hennepin Community College, and the Minneapolis Public School System's Community Education Services.

The program goal is to rescue interested older adults and to help them grow, learn and serve, Ferber said. He described the over-55 individual as "rapidly becoming the largest and most neglected minority group in the United States."

The College of St. Benedict will be the formal sponsor and administrator of funds.

He said the Minnesota "consortium presenting this proposal regards the total program of the six separate projects as a long-term mission . . . capable of serving as a nationwide model."

This grant will be used to design programs for each institution. Ferber said it is hoped tht grant will be continued and enlarged in the future to provide more educational opportunities of all kinds for those over 55.

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